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ABSTRACT

This report provides a detailed examination of the various federal programs for children and families and outlines ways in which the United States Congress and Executive Branch could make these programs work better. Intricate and often overlapping goals and actions are typical of the Congressional committees and Executive Branch departments that create and administer programs for families and children. These include 76 programs with individual fiscal 1993 funding levels of greater than $100 million. Responsibility for these programs is spread among 19 Congressional committees, 33 Congressional subcommittees, 10 Executive Branch departments, the Office of Personnel Management, and 25 assistant-secretary-level agencies within departments. Calling for specific changes within Congress and the Executive Branch, the report calls for the creation of cabinet-level family council, to facilitate increased efficiency and effectiveness. Six appendixes provided information on state efforts to coordinate programs for children and families, as well as information on the relationships among Congressional and Executive Branch programs and responsibilities in regard to children and families. (MDM)

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WHO CONTROLS MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

RUBE GOLDBERG REVISITED

PS 023557

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The Policy Exchange
The Institute for Educational Leadership

The tidal wave 1994 election,
which transferred control of the Congress
from Democrats to Republicans,
has focused attention on how government works,
especially when it comes to children and families.
Yet, despite recent reforms
by the Congress and the Clinton Administration,
Rube Goldberg-like fragmentation of programs and policies
remains the rule,
not the exception.
By taking a hard look at
who controls federal programs for children and families,
this report provides insight into issues that will
top the agenda of policy makers
from both political parties
in the months ahead.

WHO CONTROLS MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

RUBE GOLDBERG REVISITED

Special Report #3

by
Margaret C. Dunkle

The Policy Exchange
The Institute for Educational Leadership
1995

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Artwork is by Howard Bagley.

This report was written by
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Rube Goldberg, born 1883
American cartoonist and sculptor
creator of diagrams of
extremely intricate contraptions
designed to effect
relatively simple results.

INTRODUCTION

The complexity of federal programs for children and families makes Rube Goldberg look like an amateur. This publication examines these intricate relationships in excruciating detail and outlines ways in which the Congress and the Executive Branch could make these programs work better. Congress needs better information, strong leadership, and a structure to provide a focus on children and families. And the Executive Branch needs a Cabinet-level Family Council with the administrative muscle to make policies and programs across departments fit together sensibly for communities and families.

This report looks at 1993 funding and programs. One might ask: "Is this analysis relevant in 1995? After all we have heard about 'reinventing government' by the Clinton Administration and Congressional reform with the new Republican Congress, are federal programs still as fragmented as they were in 1993?"

The answer to both questions is an emphatic "yes."

The Executive Branch has actually become *more fragmented*. Making the Social Security Administration an independent agency increases the number of Executive Branch departments/agencies responsible for major children and family programs from 11 to 12.

In the new (104th) Congress, the Senate has the same number of *full committees* that deal with major children and family programs. And the number of Senate *subcommittees* responsible for these issues has decreased by only two (from 13 to 11).[1]

The much-heralded reforms by the new Republican House of Representatives do nothing to reduce the number of *full committees* that deal with major federal programs affecting children and families. And these reforms decrease the number of *subcommittees* dealing with these issues by five (reducing the number from 20 to 15).[2]

And, finally, this analysis does not include large *new programs* created since 1993, such as those in the 1994 Crime Bill.

To explore who controls federal programs for children and families, the IEL Policy Exchange took a close look at how the Congressional committees and Executive Branch departments that create and administer programs for children and families relate—or, too often, do

not relate—to one another. This review included the 76 programs with 1993 funding levels of more than $100 million that were listed in the Congressional Research Service Report for Congress on *Federal Programs for Children and Their Families.*[3]

Many of these 76 programs serve the same families. But responsibility is spread among 19 Congressional committees, 33 Congressional subcommittees, 10 Executive Branch departments and the Office of Personnel Management, and 25 Assistant Secretary-level agencies within departments. *In all, 88 separate federal entities have primary responsibility for major federal programs for children and families.*[4] In fact, the total number of federal players is even larger, as is explained in the chapter on "A Blueprint of Federal Fragmentation."

This multiplicity of programs, committees and agencies affecting children and families is neither a plot nor an accident. Rather, it is the result of years of political trade-offs, good intentions and honest attempts to solve problems one-by-one. *Nonetheless, in today's world, such fragmentation is a recipe for failure.* The needs of families, unlike administrative departments or legislative committees, are not neatly compartmentalized into education, health, social services, housing and other segments. And, even if there were no holes in the safety net, the proliferation of separate and often-unconnected programs leads to a mismatching of needs and services that would be comical were it not so tragic.

> Mothers must lug shoe boxes full of rent receipts, utility bills, birth certificates and other records to half a dozen different agencies in order to fill out federal and state applications and eligibility forms that would make a CPA wince. And they still may not get the help they need when they need it in way that they can use it.

Such a system is as inefficient as it is frustrating.

The following pages provide an in-depth look at the Congressional committees and Executive Branch departments that have primary responsibility for major federal programs affecting children and families. Too often, the services available reflect the entities that control programs, not the more holistic and integrated needs of children and families.

This publication begins by describing the desperate shape of too many U.S. children and families, and outlines the connections among educational, health, social service, income, housing and other needs. Next, it details the insidious effects of trickle-down fragmentation—that is, how the federal piecemeal approach affects families, communities and states. "A Blueprint of Federal Fragmentation" analyzes the multiple Congressional committees and Executive Branch departments that have primary responsibility for programs affecting children and families. And, finally, there are suggestions for making federal policies more coherent and effective, both in the U.S. Congress and in the Executive Branch.

This report is designed to provide fuel for continuing debate and reform as the Congress, the Administration, and state and local policy makers consider legislative and administrative changes to address the structural complexity and systemic inefficiency of major programs affecting children, families and communities. These issues are as nonpartisan as they are important.

MANY U.S. FAMILIES ARE IN CRISIS

Children are, literally as well as figuratively, the future of our country. Their well-being has very real implications for all of us. The future economic prosperity of our country depends on today's children becoming well-educated and productive adults. Further, in 1950 there were 16 workers making contributions to the Social Security system for every retiree drawing a Social Security pension; by 1990 this proportion had dropped to 3 to 1, and the proportion is expected to decline to 2.2 to 1 by the year 2020.

Too many U.S. children are poor, die in infancy, are born to teenage mothers, lack health insurance, die from violence, and perform poorly in school. The hundreds of federal and state programs that ostensibly address these problems are typically mired in bureaucracy, smothered in paperwork, slow to respond to a family's needs, poorly evaluated (if evaluated at all), and lacking in meaningful accountability.[5]

Children are the poorest people in the United States. Thirteen million children (one in five) live in a family with an income below the federal poverty level (around $14,300 for a family of four).

The U.S. infant mortality rate is higher than the rate in 21 other developed countries.

No progress has been made since 1980 in reducing the rate of low-birthweight babies; for African-American babies, the low-birthweight rate has risen.

Thirty-two million Americans, including 8.3 million children under age 18, do not have health insurance.

More teenage boys in the U.S. die of gunshot wounds than of all natural causes combined.

The adolescent suicide rate doubled from the 1960s to the 1970s and, by 1986, had jumped another 30 percent to 10.2 deaths per 100,000.

Overall performance of U.S. students on achievement tests has not improved markedly over the past decade, and half a million young people drop out of school each year.

Half a million teenage girls have babies each year; about half of all teenage mothers are under age 18.

The number of children living with only one parent, usually their mother, doubled from 1970 to 1989 (from 12 to 25 percent).

The percentage of births to unmarried mothers increased from 5 percent in 1960 to more than 25 percent in 1988. Today, more than a million babies each year are born to unmarried women.

All families have multiple needs. And a comprehensive approach is especially important for children and families at risk.

The same child who is at risk of school failure is also often at risk of poor health.

A person who is homeless probably has no health insurance.

Adults as well as children who are poorly nourished are likely to have less concentration, less motivation, more illness and more days lost from school and work.

A parent who can't get child care (or has no transportation to affordable child care) will have a hard time being a reliable employee or getting the training needed to make a decent living.

A three-pound baby in neonatal intensive care today is likely to be a high-cost special education student tomorrow—and for 20 years after tomorrow.

TRICKLE-DOWN FRAGMENTATION

What, you may ask, do the stark realities described in the previous section have to do with the structure of Congress and the Executive Branch? Don't these federal entities already do all they can through innumerable education, health, housing and nutrition programs? In this time of overwhelming budget deficits, what more could they do?

The answer is at once simple and complex. *Fragmentation at the federal level trickles down to states, localities and families.* Different programs are typically administered through different agencies located in different parts of town. And they use different application forms, measure need (income and assets) differently, use different criteria to assess success or failure, and have different reporting requirements.

These differences reflect the convoluted federal parentage of programs (that is, the Congressional committees and Executive Branch departments responsible for them). The federal government certainly cannot solve all of these problems alone—much of the real progress must be made in states, communities and families. But even the most creative and energetic state and local solutions cannot un-do all federally inflicted fragmentation: only the Congress and the Administration can do that.

This Congressional complexity and fragmentation—cloned in the Executive Branch and then cloned again at the state and local levels—is not benign. It creates many a Maalox moment for states, localities and consumers. And it causes inefficiency, confusion, frustration, and millions of dollars wasted on bureaucracy and paperwork that could be better spent on programs and services.

How Trickle-Down Fragmentation Affects Families & Communities

Examples of the effects of federal fragmentation on families, communities and individuals are not hard to find.

> A family in distress may have to spend dozens of quarters at a pay phone to find out where to apply for housing, income, health or training assistance.

> Then, they may have to zig-zag across town to four or five offices (health, social services, housing, school, etc.), only to be told that they have to return to each office next week with additional information—a pay stub, a utility bill, a rent receipt or a bank statement.
>
> And, after they fill out complicated forms, they may be denied needed assistance for procedural, not financial, reasons. (In fact, 60 percent of all denials for AFDC are for procedural reasons, not because a family was not poor enough to qualify for help.)[6]

Many of these bureaucratic hassles—which can translate into terminal snares for families—have their origins in the fragmented system of Congressional committees that develops programs and in the equally fragmented Executive Branch agencies that administer programs.

One of the most vexing problems for families, states and localities is the confusing and often conflicting eligibility requirements for various federal need-based programs. Many families qualify for help from multiple programs. For example, it would not be unusual for a low-income family to be eligible for food help under the Food Stamp program, income support through Aid to Families with Dependent Children (AFDC), health care through Medicaid, and student financial assistance through Pell Grants.

Imagine filling out eligibility forms for these programs and suddenly realizing that you officially had a different level of "assets" under each of the four programs because each program had different rules for calculating the value of your car.

> Under Food Stamps, there is a *$4,500 market value* limit on the value of a car.
>
> Under AFDC, there is a *$1,500 equity value* limit on the value of a car.
>
> Under Medicaid, the limit on the value of a car ranges from *$1,500 equity value to excluding the value of the car altogether.*
>
> Under the Pell Grant program, there is *no limit* on the value of a car.

How many people reading this report could glibly recite the exact market value and equity value of *their* car?

Vice President Gore said, in *Creating a Government That Works Better & Costs Less*, "Why can't we talk about the same car?" The answer to the Vice President's question is elusive until one realizes that *these four programs come out of seven different Congressional committees and are administered by three different Executive Branch departments.* (See the box on page 7.)

There are political as well as programmatic reasons why each of these programs emanates from a separate set of committees and departments. But these reasons provide little comfort to the community or family trying to reconcile conflicting provisions or get needed help.

Congressional Committees & Executive Branch Departments Responsible for Food Stamps, AFDC, Medicaid & Pell Grants

The Food Stamp program comes out of:

- the House Committee on Agriculture,
- the Senate Committee on Agriculture, Nutrition & Forestry, and
- the U.S. Department of Agriculture.

The Aid to Families with Dependent Children (AFDC) program comes out of:

- the House Ways & Means Committee,
- the Senate Finance Committee, and
- the Administration for Children & Families of the U.S. Department of Health and Human Services.

The Medicaid program comes out of:

- the House Committee on Energy & Commerce (renamed "Commerce"),
- the Senate Finance Committee, and
- the Health Care Financing Administration (HCFA) of the U.S. Department of Health & Human Services.

The Pell Grant program comes out of:

- the House Education & Labor Committee (renamed "Economic & Educational Opportunities"),
- the Senate Committee on Labor & Human Resources, and
- the U.S. Department of Education.

To cite another example, San Diego County (California) is undertaking promising work (through New Beginnings and other programs) to make services for children and families more coordinated, coherent, effective and efficient. In order to meet a Board of Supervisors' reasonable-sounding request for a report on the eligibility requirements for assistance programs administered by their Health and Social Service Departments, *the county had to develop a detailed 50-page memorandum.* How many other states, cities and counties are forced to go through a similarly complex analysis to make sense of complicated federal and state health, income and human services systems?

The staff time required to develop the memo (in a time of severe budget cuts), not to mention the resources needed to administer so many detailed and conflicting eligibility requirements on a daily basis, are good examples of the hidden, but very real, cost of the complexity of our current systems of federal programs. *This complexity is directly traceable to the multiple Congressional committees and subcommittees that created these different programs and to the plethora of federal Executive Branch agencies that administer them.*

Each provision, *taken alone*, might have a sound rationale and be a sensible way to allocate limited funds. But, taken together, they create an administrative and logistical nightmare for families as well as the state and local staff that administer programs.

States Are Trying to Put Humpty Dumpty Back Together Again

States and localities are closer to the end of the funding food chain than the federal government. And they are far ahead of their federal counterparts in realizing that, to be effective, services must address the needs of whole families and whole people—not just the health, educational, social services, employment, income, nutritional or housing slice of a family or a person. If Humpty Dumpty is "real families with inter-related needs," then states are "all the King's horses and all the King's men" who are trying (but can't quite) put Humpty Dumpty back together again.

In fact, states from Oklahoma to Indiana and New Mexico to California are struggling to make sense of a crazy-quilt of federal programs for children and families—a patchwork of programs and policies that reflects the fragmentation of the Congressional committee structure and the Executive Branch agencies that administer programs. More coherent federal policies and programs would be a big boost to state efforts to use scarce public funds more effectively as well as more efficiently.

Because activities in the states that were represented by the membership of the Joint Committee on the Organization of Congress and the Congressional Leadership illustrated trends nationwide, the IEL Policy Exchange looked at what these 22 states were doing to make programs for children more coherent. It was surprisingly easy to identify important activities to put Humpty Dumpty back together again in all 22 states.[7]

Several states (including Maryland, Illinois, Pennsylvania, Colorado, Wisconsin, and Washington) have created a cabinet council or a state-level commission for children and families.

Other states (including New Mexico and Missouri) are reorganizing Executive Branch agencies or creating new organizational structures to make the administration of programs for children and families more coherent.

The Kansas legislature has established a joint (House-Senate) committee to coordinate legislation affecting children and families.

Some states (including California, Colorado, Connecticut, Kentucky, Pennsylvania and Washington) have enacted state laws to encourage coordinated approaches to family services.

And numerous states (including Illinois, Colorado, Indiana, Nevada and Oklahoma) have participated in the Council of Governors' Policy Advisors' Family Academy—an initiative to help states develop comprehensive policies to improve outcomes for families through cross-agency and cross-program activities.

For a more complete summary of the coordination initiatives the Policy Exchange identified, see Appendix A, "State Initiatives to Coordinate Programs for Children & Families."

All of these state efforts at damage control document a serious need to reform the systems that provide services to children and families—reform that needs to come from the top as well as the bottom.

A BLUEPRINT OF FEDERAL FRAGMENTATION

To map the maze of federal programs for children and families, the IEL Policy Exchange studied all programs with 1993 funding levels of $100 million or more listed in the CRS Report for Congress on *Federal Programs for Children and Their Families*.[8] In all, the Policy Exchange examined 76 programs that account for $343 billion in federal funding each year ($228 billion if the Dependent Tax Exemption is excluded).[9]

Primary responsibility for these 76 major programs, many of which deal with different aspects of the same people's lives, is spread among *19 Congressional committees and 33 subcommittees. It is further spread among 10 Executive Branch departments and the Office of Personnel Management, and 25 Assistant Secretary- or Under Secretary-level agencies within departments.*

How Many Congressional Committees & Executive Branch Departments Are Responsible for Major Federal Programs for Children & Families?

	# Committees/ Departments/ Indpt. Agencies	# Subcommittees/ Agencies	Total #
House	10	20	30
Senate	9	13	22
Executive Branch	11	25	36
Total	***30***	***58***	***88***

All told, 88 separate federal entities have primary responsibility for the 76 major federal programs for children and families that the Policy Exchange studied.[10]

Not surprisingly, staff of different Congressional committees and Executive Branch departments typically know little about other programs that affect the same children and families—and they rarely have contact with staff who deal with other programs. As a result, each committee and agency writes its own rules. Such important issues as program goals, eligibility requirements, budgeting, reporting requirements, performance standards and evaluation measures are rarely coordinated.

As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.* (See Appendices D and E for details about specific changes in Congressional committees and subcommittees.)

Too Many Congressional Committees Deal with Children & Families[11]

Sometimes a picture is worth a thousand words. A poster that accompanies this report (*Congressional Committees That Control Programs for Children and Families—And How They Relate to Each Other*) and the charts in Appendix B graphically show the chaotic spaghetti-like web of connections among the House and Senate committees and subcommittees with primary responsibility for major federal programs for children and families.

To understand these pictures, remember that each figure represents a different Congressional committee:

The heads of the figures represent *full committees*, and

The arms, legs and "pocketbooks" represent *subcommittees*.

In all, 10 committees and 20 subcommittees in the House of Representatives, and 9 committees and 13 subcommittees in the Senate control major programs for children and families. (See the box above for a 1995 update of these figures.)

As confusing as this network of committees and subcommittees is, it dramatically *underestimates* the complexity of the relationships. For example, this listing does *not* include:

The Appropriations and Budget Committees,[12]

Joint referrals of legislation to multiple committees,

Committees and subcommittees with oversight but not authorizing responsibilities,

Committees and subcommittees that only have authority over programs of less than $100 million, or

Any Executive Branch departments or agencies.

Even in this overly simplified version of the real world there are:

10 different committees and 11 different House-Senate connections for **Income Programs** ($212 billion or, if you exclude the Dependent Tax Exemption, $97 billion).

8 different committees and 10 different House-Senate connections for **Social Service Programs** ($15 billion),

7 different committees and 7 different House-Senate connections for **Education and Training Programs** ($18 billion),

9 different committees and 6 different House-Senate connections for **Health Programs** ($46 billion),

4 different committees and 2 different House-Senate connections for **Housing Programs** ($23 billion), and

3 different committees and 2 different House-Senate connections for **Nutrition Programs** ($30 billion).

In some ways, even the simplest connections are misleading. For example, although housing programs fall neatly into two connections, they are disconnected from the other committees that deal with programs that affect the same people. (In Appendix B, see the chart on "Housing Programs.") This can pose serious problems, especially since housing affects almost every aspect of a person's life—from the school a child attends, to how close a family is to a reasonably priced grocery store, to the availability of public transportation to get to a job or services.

Clearly, this large number of Congressional committees—with no organizational way to coordinate legislative provisions across committees (or even *within* committees)—makes it tough for Congress to develop effective policies for children and families. In fact, neither the Congress nor the Executive Branch currently has a reliable (or even an *un*reliable) mechanism for coordinating something as basic as the definitions of terms.

The Executive Branch Is Fragmented

The organization of the Executive Branch is as chaotic as that of the Congress.

A poster accompanying this report (*Executive Branch Departments and Congressional Committees That Control Programs for Children and Families—And How They Relate to Each Other)* and the charts in Appendix C illustrate the three-cornered relationships among:

Executive Branch departments and agencies,

Committees in the U.S. Senate, and

Committees in the U.S. House of Representatives.

The 10 House of Representatives committees are represented by the figures at the top of the charts and accompanying posters, the 10 Executive Branch departments and the Office of Personnel Management by the figures in the middle row, and the 9 Senate committees by the figures on the bottom. (See the box on page 10 for a 1995 update of these figures.) As with Appendix B, each figure represents a different Congressional committee or Executive Branch department:

The heads of the figures represent full Congressional committees and Executive Branch departments, and

The arms, legs and "pocketbooks" represent subcommittees and agencies within departments.

As complicated as this picture is, it merely shows the tip of the iceberg when it comes to the complexity of the relationships. As explained in the previous section, it excludes many important Congressional players. And, in the Executive Branch, it does *not* include White House offices (such as the Office of Management and Budget and the Domestic Policy Council), any of the offices of staff Assistant Secretaries (such as budget, planning and administration), or any departments or agencies that are only responsible for children's programs of less than $100 million.

Looking at these programs by type:

5 departments and the Office of Personnel Management administer **Income Programs** ($212 billion or, if the Dependent Tax Exemption is excluded, $97 billion),

4 departments administer **Social Service Programs** ($15 billion),

5 departments administer **Education and Training Programs** ($18 billion),

2 departments and the Office of Personnel Management administer **Health Programs** ($46 billion),

3 departments administer **Housing Programs** ($23 billion), and

1 department administers **Nutrition Programs** ($30 billion).

The Department of Health and Human Services has perhaps the most complicated Executive Branch task: it administers programs in five of the six possible areas: income, social services, education and training, health, and housing.

Who Are the 800-Pound Gorillas?

When it comes to programs affecting children and families, not all committees and departments are created equal. In terms of funding, the 800-pound gorillas are the Senate Finance Committee, the House Ways and Means Committee, and the Departments of Health and Human Services and the Treasury.

The Senate Finance Committee controls 67 percent of the funding for the programs the IEL Policy Exchange analyzed (50 percent if the Dependent Tax Exemption is excluded),

The House Ways and Means Committee controls 64 percent of the funding for these programs (45 percent if the Dependent Tax Exemption is excluded),

The Department of Health and Human Services controls 23 percent of the funding for these programs (35 percent if the Dependent Tax Exemption is excluded),[13] and

The Department of the Treasury controls 38 percent of the funding for these programs (7 percent if the Dependent Tax Exemption is excluded).

While programs in other committees and departments are also important, the big money is concentrated in two Congressional committees and two Executive Branch departments.

Who Controls Major Federal Programs for Children & Families?

	% 1993 $$ *Including* Dependent Tax Exemption	% 1993 $$ *Excluding* Dependent Tax Exemption
SENATE		
Finance Committee	**67%**	**50%**
Labor & Human Resources Committee	9%	14%
Agriculture, Nutrition & Forestry Committee	9%	13%
Banking, Housing & Urban Affairs Committee, Armed Services Committee, Governmental Affairs Committee	3-6% each	5-9% each
HOUSE OF REPRESENTATIVES[14]		
Ways & Means Committee	**64%**	**45%**
Education & Labor Committee	10%	15%
Banking, Finance & Urban Affairs Committee, Agriculture Committee, Energy & Commerce Committee, Armed Services Committee, Post Office & Civil Service Committee	3-6% each	5-9% each
EXECUTIVE BRANCH		
Health & Human Services Department	**23%**	**35%**
Treasury Department	**38%**	**7%**
Labor Department	13%	17%
Agriculture Department, Housing & Urban Development Department, Defense Department, Education Department, Office of Personnel Management	3-9% each	5-14% each

The chart above shows the relative proportion of resources/funding controlled by the major Congressional committees and Executive Branch departments with programs that the IEL Policy Exchange studied. For more detail, see Appendix D ("Congressional Committees & Executive Branch Agencies Responsible for Major Federal Programs for Children & Families").[15]

Similarly, all programs are not created equal. Relatively few programs account for most of the federal funding for children and families. In fact, nine programs account for more than 70 percent of funding in the 76 federal programs the Policy Exchange studied. (If the Dependent Tax Exemption is excluded, the eight largest programs account for 60 percent of funding.)

What Are the Largest Federal Programs for Children & Families?

And How Many Are Based on Need?[16]

	1993 Funding Level in Billions $$	
	Programs Based on Need	Programs *Not* Based on Need
INCOME PROGRAMS		
Earned Income Credit (EIC)	$12	
Aid to Families with Dependent Children (AFDC)	$12	
Supplemental Security Income (SSI)	$19	
Unemployment Compensation (Dependent Allowance)		$33
Dependent Tax Exemption		$115
Social Security (Dependent Benefits)		$14
SOCIAL SERVICE PROGRAMS		
None		
EDUCATION & TRAINING PROGRAMS		
None		
HEALTH PROGRAMS		
Medicaid	$13	
HOUSING PROGRAMS		
Leased Housing Assistance (Section 8 Housing)	$13	
NUTRITION PROGRAMS		
Food Stamps	$20	
Total = $251 billion	***$89***	***$162***

Note that many of these programs are not aimed at poor people. In fact, two thirds of the funding for the nine largest programs is not based on need. Even if the Dependent Tax Exemption is excluded, more than a third of the funding for the eight largest programs is not based on need.

CONGRESSIONAL REORGANIZATION COULD MAKE POLICIES & PROGRAMS FOR CHILDREN & FAMILIES MORE EFFECTIVE

Although the organization of Congress makes it almost impossible to look holistically at issues affecting children and families, periodically there are windows of opportunity for Congress to make its own convoluted structure more effective and coherent. The Joint Committee on the Organization of Congress, charged in 1992 with making "a full and complete study of the organization and operation of the Congress," was one such recent effort. Unfortunately, it did not produce significant reforms.

As this publication goes to press, a new Congress is beginning. Some changes have already been made, and other opportunities for reform will arise in the coming months and years as Congress comes under increasing pressure to reinvent itself to be responsive to its customers—states, localities and the American public.

The IEL Policy Exchange, in testimony before the Joint Committee on the Organization of Congress, offered three suggestions for making the Congress more responsive to the needs of children, youth, families and communities:

- Members and committees need better information about the consequences and effects of legislation on children and families,
- Strong leadership is needed from the Leadership in Congress, and
- Congress needs a structure to provide a focus on children and families.

The next several pages elaborate on these three recommendations.

Members & Committees Need Better Information

Poor information, skewed information or no information is a recipe for bad policy. Unfortunately, much federal policy concerning children and families is currently made in an information void—and the Keystone Cops consequences surface only months later, after regulations have been written, lives and programs disrupted, and states and localities have mobilized to complain. But the fact is that members of Congress need and want better information up front, *before* a bill is passed.

Members of Congress and their staff (from both political parties, both sides of Capitol Hill and a range of committees) are concerned about how little they know about the secondary affects of legislation they draft. These concerns were reported in the 1993 IEL Policy Exchange report, *Solving the Maze of Federal Programs for Children & Families: Perspectives from Key Congressional Staff*:[17]

> The Congressional committee structure makes it almost impossible to devise collaborative, coordinated strategies. We'll take out an important provision, rather than have a bill referred to another committee, too. That's the kiss of death.
>
> Appropriations is the only place where we see real program oversight. The other committees don't have any teeth.
>
> It's difficult to make an early phone call to resolve a problem if we think there will be a turf battle.
>
> Specializing in one area is tough enough. It's impossible to know enough about all of the different areas and subjects—education, health, housing, food and so forth.
>
> We used to be able to rely on OMB as a think tank that provided good information, but now the numbers determine policy there.

For these reasons, *Congress should require that the committee report for every bill that reaches the floor of the House of Representatives or Senate include a description of the impact of the bill on children and families.* This impact statement should include:

> **Likely interactive effects with other laws.** (For example: Are the definitions, reporting requirements and administrative procedures consistent with information that is already available or will a whole new set of forms and data be required?), and
>
> **Probable effects on common recipients** (such as low-income families that might qualify for multiple federal programs—EIC, WIC, Medicaid, Section 8 housing, etc.) **as well as probable effects on the state and local level entities that administer these programs.**[18]

For programs that do not require periodic reauthorization by Congress, a one-time report should be made.

To be taken seriously, this information must be in the committee report and published *before* a bill is considered on the floor, much as the Congressional Budget Office reports cost figures. And, since bills can change drastically between the time they are introduced and the time they reach the floor of the House or Senate, it is important for this information to be updated to reflect the bill as it was reported out of committee, not as it was introduced. If everyone knew such a report were coming, it could impose some discipline and encourage committees to develop their own expertise across programs and committees.

This analysis must be qualitative as well as quantitative and could be assigned to any of a variety of the Congressional support agencies, including:

The Congressional Research Service,

The General Accounting Office,

The Office of Technology Assessment, or

The Congressional Budget Office, which already does similar work regarding the cost of proposed programs.

Congress would also be well-served if it ensured that some entity adopted some of the important information functions that the House Select Committee on Children, Youth and Families served before it was abolished.

This includes bi-annual publication of *Federal Programs for Children and Their Families* (developed by the Congressional Research Service, but requested by the Select Committee). This guide to programs has been a must-read document for state and local people who are trying to sort through the maze of federal programs. Who will ask CRS to prepare an update of this document?

It also includes the hearings, reports and studies of the Select Committee that documented problems that cut across committee jurisdictions and provided a holistic perspective for looking at programs across tidy but artificial jurisdictional lines.

Strong Leadership Is Needed from the Leadership in Congress[19]

There is no structural substitute for leadership. And there is no procedural surrogate for political will. But sensible structures that help the Congressional Leadership and the Congress set *and stick to* clear agendas can be important tools for developing and implementing effective as well as coherent policies for children and families.

The Leadership of the House and Senate could develop a coordinated "children and families agenda" for each session of Congress. *This agenda would be based on the vision that would most strengthen this country's children, families and communities:* it would be client-focused, rather than committee-focused, jurisdiction-focused or department-focused.

This agenda would be sufficiently flexible to accommodate serendipitous opportunities to connect programs and policies. To show the seriousness of this agenda, it should be adopted as a concurrent resolution,[20] and the Congressional Leadership should publish and adhere to weekly or monthly schedules of business to accomplish the agenda.

This agenda could be created either alone or in the context of a larger House-Senate agenda-setting process involving, for example, Congressional Leadership meetings or party conferences.

This approach has many advantages:

From a practical political perspective, this long-term strategy would help dispel the all-too-frequent public perception that Congress lacks direction and has a limited attention span.

It would give members incentives and political cover to focus on *preventing* problems, which is sensible and cost-effective but not very glamorous.

By providing a vision and a context that go beyond the next mark-up,[21] it would discourage members from micro-managing the programs they authorize and fund.

Finally, this "kids road map" would provide members with consistent themes to address and it would provide the press with trends to track over the course of the session—in briefings, press conferences, speeches and analyses.

Other variations on this theme would involve the Congressional Leadership using a task force or imposing time constraints on committees involved with legislation that has been referred to multiple committees in order to force action on priority measures. In fact, both of these strategies could be used in conjunction with the agenda-setting and monitoring strategy described here.

It would take high-quality staff work to develop and negotiate an agenda and monitor progress. But, if the Congressional Leadership will is there, a way can be found and the payoff could be great.

There Needs to Be a Structure to Focus on Children & Families

It is hard, perhaps impossible, for the Congress to have a policy focus without some kind of complementary organizational focus. *Congress needs a strong conscience—and a conscience with clout—to keep discussion focused on children and families.*

This organizational focus could take many forms. For example:

It could come from the **Congressional Leadership**, flowing from the previous recommendation.

Focus could come from a new **Committee on Human Resources** that would have jurisdiction over education, training, employment, social services, child and family nutrition programs, family support programs, the AFDC JOBS program and the Earned Income Tax Credit (EIC). Such House and Senate committees could well be sufficiently diverse and powerful to reflect the larger membership of the House and Senate. A children's subcommittee would take up such issues as Head Start, early intervention, child abuse, child care, juvenile justice and nutrition.

Focus could also come from a **Congressional Council on the Family** to coordinate legislative action on children, youth, family and aging issues. Members of this Council would include the chairs and ranking members of the committees with primary jurisdiction over these issues. In constructing such a Council, it would be important to provide it with sufficient authority so that it is not viewed as another obstacle that must be overcome or circumvented.

Focus could come from a **House Subcommittee on Children** analogous to the Senate Subcommittee on Children, Family, Drugs and Alcoholism in the Senate Labor and Human Resources Committee. If this were the case, these committees should also have **significant oversight** for the entire range of programs affecting children and families.[22] Otherwise, they will be toothless tigers and not taken seriously by the committees with legislative authority. This option would most likely require additional staffing, perhaps by shifting staff slots from committees that have responsibility for, but are currently not conducting, significant oversight of programs for children and families.

Another possibility is to create an **oversight subcommittee for children and families** (probably on the Government Operations Committee in the House and on the Governmental Affairs Committee in the Senate).

Focus could come from the **Budget Committees**, with those committees taking on a larger oversight role for programs affecting children and families. Or there could be **joint Budget-Appropriations oversight.**

Another possibility, recommended by the National Commission on Children, is the creation of a **Joint Congressional Committee on Children and Families**, much on the bipartisan model of the Joint Committee on Taxation. Although creating a new committee is unlikely in the current climate of cutbacks, this committee could promote coordination across the relevant committees and provide information and analysis. It could coordinate the actions of the authorizing and appropriating committees dealing with policies that affect children and families.

Finally, **consolidating Congressional subcommittees**, with an eye towards putting major programs affecting children and families in the same subcommittees, would be an important step toward providing focus. See Appendix D ("Congressional Committees & Executive Branch Departments Responsible for Major Federal Programs for Children & Families") for additional information about which subcommittees currently have authority over which programs, an important fact to consider in assessing the merits of consolidation. The new House of Representatives has already reduced the number of subcommittees and the Senate may follow suit later in 1995.

****

Reform is a continuous process and all three of the above recommendations—information, leadership and focus—are important building blocks of any constructive and meaningful reform of Congress.

THE EXECUTIVE BRANCH NEEDS A FAMILY COUNCIL

President Bill Clinton has ambitious and laudable plans for strengthening America's children and families. But his plans will not succeed unless his Administration gets its hands around the scores of well-intentioned, but often chaotic, federal programs that individually address the health, educational, training, social service, housing, nutrition and income needs of children and families.

The Administration has already moved in this direction—from proposing to reduce the number of job training programs to having Secretaries testify jointly before Congress. And major initiatives of the President—from Vice President Gore's National Performance Review to the campaign against violence—have crossed departmental and committee boundaries.

A partial solution to the current multi-agency chaos would be to follow the model that states are already using—that is, for President Clinton to create a Family Council consisting of the Secretaries of the ten Executive Branch departments (and the head of the Office of Personnel Management) who collectively administer more than $340 billion of federal programs affecting children and families. Such a Council could help American families become stronger by breaking the interdepartmental gridlock that too-often paralyzes the well-intentioned administration of piecemeal government programs.

An effective Family Council could be created by strengthening and redefining entities that already exist. The Family Council could be connected to the Domestic Policy Council in the White House.[23] Or two other recently created entities—the Community Enterprise Board[24] and the President's Prevention Council[25]—could be consolidated and expanded to perform the work of the Family Council.

What Would It Take to Make the Family Council Work?

To be effective, the Family Council would require on-going, no-nonsense support from the President and his Secretaries—as well as a focus on families rather than administrative departments and organizational units. And the Secretaries and their key *line* Assistant Secretaries (not programmatic minions with no authority or staff Assistant Secretaries that do not directly control programs) must sit at the table and participate actively. This is the only way to get things done.

This Council would meet regularly to **provide leadership as well as implement the thousand and one important details needed for success**. In its coordinating capacity, the Council could provide a mechanism to enable the Department of Agriculture's Under Secretary for Food, Nutrition and Consumer Services and HHS's Assistant Secretary for Children and Families to testify jointly before Congress—something that makes eminent sense since 85 percent of AFDC households receive Food Stamps and more than half receive free or reduced-price school lunches. This approach fits well with activities already underway in the Administration. For example, Labor Secretary Robert Reich and Education Secretary Richard Riley have already testified jointly before Congress. And the Administration's anti-crime initiative teams the Departments of Housing and Urban Development, Treasury and Justice.

The Council could also **identify and eliminate programmatic policy barriers** to providing effective and coordinated services. For example, the 102nd Congress passed legislation requiring the Departments of Agriculture and Health and Human Services to compare the overlapping eligibility rules of AFDC, Food Stamps and Medicaid, but the parent bill was vetoed. The Council could, in a bureaucratic blink, compel such important studies, making further legislation unnecessary and paving the way for simplifying an overly-complex system.[26]

The Council could **identify eligibility requirements, definitions, financing and administrative requirements, data collection and reporting requirements, and performance standards that are inconsistent—and then move ahead to propose changes** to make provisions more coherent and less confusing.

The Council could **handle or coordinate requests for waivers from federal requirements,** such as identifying needed changes in regulations and laws.

The Council could also **play an important conceptual role by defining the kinds of cross-agency outcomes or results that programs should strive to achieve**. The current single-agency, program-by-program approach makes it difficult if not impossible to measure *and reward*, for example, health initiatives that increase school attendance or housing initiatives that decrease the need for social services.

Also, the Council could provide a forum for departments to **undertake joint planning and evaluation, and technical assistance and capacity building efforts**, using the funds that are sprinkled across departments.

The Council could help agencies **implement low-cost or no-cost ways to coordinate programs to make them more effective**—such as one-stop shopping (where different programs are located in the same place), jointly publishing and disseminating information about programs (no matter what agency administers them), training staff so that they can make good referrals to other programs, and using technology to help make sense of complex and confusing eligibility rules.

Finally, by looking comprehensively at programs, the Council could also **identify important problems that go beyond coordination**, such as inadequate services or funding.

A Recipe for a Family Council

HEALTH & HUMAN SERVICES ($80 billion)
Social Security[27]
Administration for Children & Families
Health Care Financing Administration (HCFA)
Public Health Service[28]

LABOR ($39 billion)
Employment & Training Administration
Employment Standards Administration

AGRICULTURE ($32 billion)
Food & Consumer Services
Small Community & Rural Development

HOUSING & URBAN DEVELOPMENT ($19 billion)
Public & Indian Housing
Community Planning & Development
Federal Housing Administration

DEFENSE ($18 billion)[29]
Health Affairs
Army
Force Management & Personnel
Office of the Secretary

TREASURY
($130 billion, or $15 billion excluding the Dependent Tax Exemption)
Internal Revenue Service

EDUCATION ($13 billion)[30]
Elementary & Secondary Education
Special Education & Rehabilitative Services
Adult & Vocational Education
Bilingual Education & Minority Languages Affairs
Postsecondary Education[31]

OFFICE OF PERSONNEL MANAGEMENT ($12 billion)
Retirement & Insurance Group

INTERIOR (less than $1 billion)
Bureau of Indian Affairs

VETERANS AFFAIRS DEPARTMENT (less than $1 billion)
Veterans Benefits Administration

JUSTICE DEPARTMENT (less than $1 billion)
Justice Programs

OTHER AGENCIES
Office of Management & Budget
Office of Domestic Policy at the White House
Equal Employment Opportunity Commission[32]

Leadership from the Top Is Key

Knowledgeable and top-level leadership from the White House would be essential to the success of a Family Council. Two top candidates to provide this leadership are Vice President Al Gore or First Lady Hillary Rodham Clinton. For the Vice President, this would be an extension of his work with the National Performance Review and build on his chairmanship of the Community Enterprise Board and President's Prevention Council. For the First Lady, the Family Council would draw on her wide knowledge and deep interest in issues affecting children and families.

The Vice President or the First Lady could muster the clout as well as the vision to compel agencies to transcend turf issues and focus instead on strengthening America's most valuable—and most vulnerable—resource, its families and children. It will take top-notch political skills and top-level leadership as well as tenacity to convene such diverse players around the Council table.

Insistence by leaders at the highest levels that the issues be resolved—Secretary to Secretary, and presidential appointee to presidential appointee—could loosen the gridlock that stymies creative ideas that, like families, do not neatly fit into agency or jurisdictional boxes. The knowledge of the Vice President and First Lady of both government and children's issues could enable the Family Council to cut through the bureaucratic blather and frame win-win solutions.

Who Should Staff the Family Council?

To be effective, the Family Council would need to be staffed by the presidential appointees (most of whom are Assistant Secretaries) who actually administer the major federal programs for children and families.

On the previous page is a recipe for a Family Council that could collectively cook up some well-balanced social policy and programs for our country's children and families. It includes 10 departments and the Office of Personnel Management—and 25 Assistant Secretary-level agencies within these entities.[33] It also includes the heads of three other key offices (the Office of Management and Budget, the Office of Domestic Policy at the White House and the Equal Employment Opportunity Commission).

See Appendix F, "Presidential Appointees Responsible for Major Federal Programs for Children & Families," for a more detailed summary of which presidential appointees administer the various programs.

This Council is sizable, but not unmanageable. If it were necessary to reduce the size, several ways have been suggested:

> One could limit the scope of the Council to programs that are based on need. However, this could lead to a two-tier federal policy approach—one for low-income families and another for middle- and upper-income families.

Alternatively, eliminating all departments and agencies with responsibility for less than $5 billion in federal programs for children and families would cut the list to seven departments and the Office of Personnel Management—and eleven Assistant Secretary-level agencies. (This would eliminate the Departments of Interior, Veterans Affairs and Justice.)

There is no structural magic bullet. However, given sufficient top-level will, the Family Council could be an effective organizational way to make programs for children and families more effective as well as stretch precious federal funds.

CONCLUSION

Frank Lloyd Wright said "form follows function." But the organization of federal programs for children and families looks like Frank Lloyd Wright turned on his head—that is, function follows form. Too often, the services available through federal programs (and often state and local programs as well) reflect the Congressional committees and Executive Branch agencies that originate or administer programs, not the more integrated needs of children and families.

There are no sound-bite solutions to these issues. And a tidy organizational chart is not a substitute for leadership and political will. But, while sensible organization cannot *guarantee* good results, nonsensical organization makes getting good results almost impossible.

While recent changes in the Clinton Administration and the Congress have begun to address many of these issues, much remains to be done. By highlighting the organizational chaos and suggesting some solutions, this report is designed to help redirect the dialogue so that the *form* of federal programs for children and families will more closely follow their *function* of strengthening communities.

Endnotes

[1]The Senate, unlike the House of Representatives, has not changed the names of the full committees with major responsibility for programs affecting children and families. The Senate majority (Republicans) has established a task force on Senate reform, headed by Senator Pete Domenici (R-NM), and has announced plans to bring an additional package of legislative reforms to the Senate floor for consideration in the spring of 1995.

[2]Specifically, the House has abolished the Post Office and Civil Service Committee, one of the committees with responsibility for major programs affecting children and families. However, these functions were transferred to the Government Reform and Oversight Committee, leaving the number of House committees with primary responsibility for children and family issues at ten (plus the Appropriations and Budget Committees, referrals of legislation to multiple committees, committees and subcommittees with oversight but not authorizing responsibilities, and committees and subcommittees that only have authority over programs of less than $100 million). For purposes of this analysis, *perhaps the most notable organizational change is that the names of many committees and subcommittees were changed,* although the committees retained essentially the same functions and legislative jurisdiction. And, while a couple of dozen subcommittees were abolished or consolidated, few of those actions affect this analysis.

[3]The funding figures used for this analysis are primarily from Table 3 (as updated on March 2, 1993 and published separately from the larger CRS Report, dated December 15, 1992). When possible, CRS adjusted these figures to include only funding for children or children and families: consequently, many are lower than the total appropriation, obligation, outlay/expenditure, tax expenditure or program level expenditure that is used in other contexts. For a more detailed explanation and program-by-program numbers, see Appendix E, *Who Are the Congressional & Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree,* including the footnotes.

[4]As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.*

[5]The following statistics are from *Beyond Rhetoric: A New American Agenda for Children and Families, Final Report of the National Commission on Children,* 1991.

[6]This information is from Sarah Shuptrine, "Reforming Medicaid Eligibility Rules," *The Safety Net,* volume 5, number 3 (Summer 1991, pages 5-7).

[7]This analysis and the information in Appendix A were included in June 29, 1993 testimony by Margaret Dunkle before the Joint Committee on the Organization of Congress.

[8]The funding figures used for this analysis by the IEL Policy Exchange came primarily from Table 3 (as updated on March 2, 1993 and published separately from the larger CRS Report). When possible, CRS adjusted these figures to include only funding for children or children and families: consequently, many are lower than the total appropriation, obligation, outlay/expenditure, tax expenditure or program level expenditure that is used in other contexts. For a more detailed explanation and program-by-program numbers, see Appendix E, *Who Are the Congressional & Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree,* including the footnotes.

[9]Including all of the under-$100 million programs listed in the CRS Report for Congress, *Federal Programs for Children and Their Families* would add approximately $1.9 billion to these totals. This CRS report did not include programs with less than $10 million in annual funding.

[10]As the first page of this report explains, these numbers have changed somewhat since 1993, and they will continue to change as the Congress and Executive Branch continue to organize and re-organize. However, these changes only serve to emphasize that there are many critical players in the Congress and the Executive Branch—and that these players only rarely coordinate their efforts across

Congressional committees and Executive Branch departments and agencies.

[11]As this publication goes to press, perhaps the most notable change with the new (104th) Congress is that many of the committees and subcommittees in the House of Representatives have been renamed, although they retain essentially the same legislative jurisdiction over programs affecting children and families as the committees and subcommittees they replaced. The House Post Office and Civil Service Committee has been abolished, but its functions relevant to this analysis were transferred to the Government Reform and Oversight Committee, leaving the number of House committees with primary responsibility for children and family issues at 10. Also, the number of House *subcommittees* with responsibility for major federal programs affecting children and families has decreased from 20 to 15. The Senate retained the same number of *full committees* with responsibility for major children and family issues and decreased the number of *subcommittees* by two (from 13 to 11).

[12]Including the Appropriations and Budget Committees in this analysis would increase the number of Congressional committees by 4 and the number of subcommittees by at least 12.

[13]In March of 1995, when the Social Security Administration becomes an independent agency within the Executive Branch, the percent of funding controlled by the Department of Health and Human Services will decrease to approximately 14% (20% if the Dependent Tax Exemption is excluded).

[14]Many of these committees will have different names in the new (104th) Congress, even though their legislative jurisdiction has not changed substantially. For example, the Education and Labor Committee is now the Economic and Educational Opportunities Committee; the Banking, Finance and Urban Affairs Committee is now the Banking and Financial Services Committee; the Energy and Commerce Committee is now the Commerce Committee; the Armed Services Committee is now the National Security Committee; the Natural Resources Committee is now the Resources Committee; and the relevant jurisdiction of the Post Office and Civil Service Committee is handled by the Government Reform and Oversight Committee.

[15]Appendix D summarizes the funding for children and families controlled by each committee, department, subcommittee and agency. Appendix E (*Who Are the Congressional & Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree*) provides information about funding and control for each of the 76 programs included in the IEL Policy Exchange study.

[16]For more information about these programs and explanations of the funding figures, see Appendix E.

[17]Copies of *Solving the Maze of Federal Programs for Children & Families: Perspectives from Key Congressional Staff* are available for $10 prepaid from the Institute for Educational Leadership, Suite 310, 1001 Connecticut Avenue, NW, Washington, DC 20036.

[18]EIC is the earned income tax credit, which uses the income tax system to provide cash to low-income working parents. WIC is the special supplemental food program for women, infants and children, which provides food assistance and nutritional screening to low-income pregnant women and postpartum women, their infants, and their children up to age five. Medicaid is a federal-state matching entitlement program that provides medical assistance for low-income persons who are aged, blind, disabled, members of families with dependent children and low-income pregnant women and children. Section 8 housing assistance is a program to help low-income households rent privately owned, modestly priced housing.

[19]The Congressional Leadership consists of the Majority and Minority Leaders of the Senate and House of Representatives, the Speaker of the House, and other leaders elected by their respective parties.

[20]Resolutions express the will and sentiment of one house of Congress on a certain subject. The other house may choose to concur with that statement of principle or sentiment by passing a concurrent resolution. Such resolutions are not law and do not require the signature of the President.

[21]A mark-up is a meeting or series of meetings by a Congressional committee or subcommittee during which members "mark up" a measure by offering, debating and voting on amendments. After a subcommittee marks up a measure and reports it to the full committee, the bill may be put to another mark-up, normally in full committee. Finally, the committee votes on whether to report the measure to its house recommending approval of any amendments it has adopted.

[22]Oversight refers to the duty of standing committees of the Senate and House of Representatives to

exercise close scrutiny over the enforcement of law by the Executive Branch. This is also called the "watchdog function."

[23]The Domestic Policy Council includes the President and Vice President as well as: the Secretaries of Agriculture, Commerce, Education, Energy, Health and Human Services, Housing and Urban Development, Interior, Labor, Transportation, Treasury and Veterans Affairs; the Attorney General; the Assistants to the President for Domestic and Economic Policy; the Director of the Office of Management and Budget; and several other top Administration officials.

[24]The Community Enterprise Board, chaired by Vice President Al Gore, includes: the Secretaries of the Treasury, Interior, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, and Education; the Attorney General; the Assistants to the President for Domestic and Economic Policy; the Director of the Office of Management and Budget; and several other top Administration officials. While the first task of this Board is to assist in the implementation of the Administration's empowerment zone legislation, it could clearly take on other responsibilities as well.

[25]The President's Prevention Council (also called the Ounce of Prevention Council) is also chaired by Vice President Al Gore and includes: the Secretaries of the Treasury, Interior, Agriculture, Labor, Health and Human Services, Housing and Urban Development, and Education; the Attorney General; the Assistant to the President for Domestic Policy; the Director of the Office of Management and Budget; and the Director of National Drug Control Policy. In a September 13, 1994 memorandum, President Clinton affirmed the Administration's commitment to "streamlining, coordinating, and integrating the related responsibilities, programs and functions of our various Executive Branch departments and agencies" and to providing greater flexibility to state and local governments. He also directed this entity to coordinate and integrate its work with the Community Enterprise Board.

[26]On December 3, 1993, nine Senators (John D. Rockefeller IV, Earnest F. Hollings, Sam Nunn, David Pryor, Nancy Landon Kassebaum, Hank Brown, John H. Chafee, John C. Danforth and Tom Harkin) wrote to Secretaries Shalala (HHS), Espy (Agriculture) and Cisneros (HUD) asking them to complete this study (and to compile comparable information for Section 8 and public housing) by March 1, 1994. As of July 1994, detailed replies had been sent by all three Secretaries. The IEL Policy Exchange has published this information in a 130-page special report, *A Primer on Program Rules for Five Major Federal Programs*. This publication is available for $15 prepaid from the IEL Policy Exchange, Suite 310, 1001 Connecticut Avenue, NW, Washington, DC 20036.

[27]The Social Security Administration will become an independent agency in March of 1995.

[28]Because health is so important, several top officials who report to the Assistant Secretary for Health would also be appropriate staff: the surgeon general, the administrator of the Substance Abuse and Mental Health Services Administration and the director of the Centers for Disease Control and Prevention.

[29]Since the Policy Exchange conducted the research for this study, the Department of Defense has been reorganized so that the Assistant Secretary for Health Affairs and the Assistant Secretary for Force Management and Personnel report to a new Under Secretary of Personnel and Readiness.

[30]Because of the importance of equal educational opportunities for children and families, the Assistant Secretary for Civil Rights in the Department of Education would also be appropriate staff to the Family Council.

[31]*Federal Programs for Children and Their Families*, the source document for this analysis, did not include student financial aid programs. Consequently, this analysis indicates that the Office of Postsecondary Education represents less than a billion dollars in federal funding for children and families.

[32]Other civil rights agencies that could appropriately be included are the Office for Civil Rights at the U.S. Department of Education and the Civil Rights Division at the Justice Department.

[33]At the writing of this report, the Department of Defense had been reorganized, so that the Assistant Secretary for Health Affairs and the Assistant Secretary for Force Management and Personnel report to a newly created position, the Under Secretary of Personnel and Readiness.

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APPENDIX A
STATE INITIATIVES TO COORDINATE PROGRAMS FOR CHILDREN & FAMILIES

To get an overview of state activities to coordinate programs for children and families, the IEL Policy Exchange looked at the 22 states (and the District of Columbia) that were represented by the membership of the Joint Committee on the Organization of Congress and the Leadership of the U.S. Congress. What follows is a summary of these initiatives.

Alaska's Family Centered Services program coordinates the efforts of the community and the Division of Family and Youth Services staff to provide comprehensive services to children and their families. Public health, mental health, and public assistance, within the Department of Health and Social Services, coordinate services to keep children safe and strengthen families.

Arkansas is participating in the Human Services Restructuring Group of the National Governors' Association.

California has undertaken many efforts to develop stronger families through initiatives to coordinate services at the local level—for example, the promising pilot New Beginnings effort in San Diego. At the state level, California is implementing the school-linked Healthy Start program to provide children and families, especially those who are low-income, with more ready access to health and social services. The legislature has also passed bills to require the state to join local efforts to develop a comprehensive and collaborative service delivery system, revise county waiver requirements, and encourage integrated case management across a range of agencies.

Colorado has created a cabinet council for children and families and is restructuring its state agencies to reduce the number that address the concerns of children and families. The legislature also revised the Colorado Preschool Program to give priority consideration to applicants with exemplary plans to coordinate with family support services, plans to make collaborative attempts with public and private child care facilities, and proposals for community development. Colorado also participates in the Council of Governors' Policy Advisors' (CGPA) Policy Academy, Policy Advisors Family Academy, an initiative to help states develop comprehensive policies to improve outcomes for families through cross-agency and cross-program activities.

Connecticut has created a state-level children's commission and is identifying bench-marks to measure progress in improving the status of children and families. In 1992, the Connecticut legislature also expanded family resource centers from a demonstration program to a permanent program.

The **District of Columbia** has an innovative public-private early childhood collaborative to create an integrated system of services for children from birth through age eight.

The governor of **Illinois** has created a task force to identify major reforms in how the state delivers services to needy children and families.

Indiana has reorganized its human services administration by creating an Office of the Secretary of Family and Social Services to oversee new divisions providing children and family services. Indiana is also one of the states participating in the CGPA Family Academy.

Kansas established a legislative Joint Committee on Children and Families to handle recommendations on children and family policy. The Special Committee on Children's Initiatives has developed a comprehensive strategy for investing in children, *The Blueprint for Children and Families*. The legislature has also authorized a children's budget to be compiled and created a Corporation for Change (a quasi-governmental organization to implement a coordinated strategy for investment in Kansas children and their families).

The **Kentucky** legislature made family resource and youth services centers (that coordinate multiple services for children and their families) a centerpiece of their comprehensive school reform initiative.

Maine has created an Inter-Departmental Council for Children, which includes the Departments of Education, Corrections, Human Services and Mental Health. The IEL Policy Exchange has funded Maine to hold seminars and fund pilot sites to coordinate the delivery of services to children and families.

Maryland has a Sub-cabinet for Children, Youth and Families to emphasize prevention, early intervention and community-based care, with the goal of increasing individual self-sufficiency and family stability. Sub-cabinet members include the Secretaries of Health and Mental Hygiene, Human Resources, Budget and Fiscal Planning, and Juvenile Justice, as well as the State Superintendent of Schools.

Mississippi passed a 1992 law directing the Department of Human Services to develop a compendium of all existing statutes and regulations affecting children.

In **Missouri**, the Departments of Social Services, Health, Education and Mental Health are taking the lead in organizing a Family Investment Trust to promote systemic change and work with prototype initiatives in Kansas City, St. Louis, Cape Girardeau, Columbia and Springfield.

A team from **Nevada** has participated in the CGPA Family Academy and the state is instituting a new governance board to oversee integrated services to families.

New Mexico passed legislation last year to reorganize its Executive Branch to consolidate most programs affecting children, youth and families in a new department, and created an eleven-member advisory committee to assist in policy development and planning.

New York has a wide array of coordination initiatives at the state and local levels, as well as a state council on children, youth and families.

Oklahoma is one of the CGPA Family Academy states and has repositioned state staff to attempt to integrate family services at the local level.

Pennsylvania has created a cabinet-level children's council to integrate services for families across all state agencies. In 1991, the state passed legislation that substantially revised the financing structure for children's services.

The business community in **South Carolina** has spearheaded a public-private partnership that first pushed school reform and is now focusing on broader delivery of services to children.

Tennessee recently created a Family Support Council to assist with program implementation and oversight. The state has also established an interagency coordination council on the African-American family.

Washington state has created a Family Policy Council to solicit consortia to address the needs of children and families that are not met by a single department. The state is also implementing coordination activities through projects with the National Association of State Boards of Education and the Council of Chief State School Officers. The legislature has required the Joint Select Committee on Juvenile Justice Issues to develop a community-based planning, allocation, and service delivery system for children and families, including at-risk youth, runaways, and families in conflict.

The governor of **Wisconsin** has created a Commission on Families and Children. And the Department of Public Instruction and Department of Health and Social Services are jointly administering a collaborative service grant program to increase academic achievement of pupils, increase efficiency and reduce duplication of program services, and to foster cooperation among schools, service providers, families and pupils.

APPENDIX B
RELATIONSHIPS AMONG HOUSE & SENATE COMMITTEES RESPONSIBLE FOR MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

The following charts show the relationships among the House and Senate committees that have primary responsibility for major federal programs for children and families.[1] These programs account for about $343 billion annually ($228 billion if the Dependent Tax Exemption is excluded).

[Also see the poster ("Congressional Committees That Control Programs for Children and Families—And How They Relate to Each Other") that accompanies this report.]

To understand these charts, remember that each figure represents a different Congressional committee:

The heads of the figures represent *full committees*, and

The arms, legs and "pocket books" represent *subcommittees*.

In all, these charts include:

10 committees and 20 subcommittees in the House of Representatives, and

9 committees and 13 subcommittees in the Senate.[2]

These pictures look complex. But reality is even more complicated: these pictures do not include the Appropriations and Budget Committees, joint referrals of legislation to multiple committees, the involvement of oversight committees, or programs with annual federal funding of less than $100 million. They also do not include any Executive Branch department or agency.

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[1]For purposes of this analysis, "major federal programs for children and families" includes the 76 programs with FY 1993 funding levels of $100 million or more that are listed in the December 15, 1992 CRS Report for Congress, *Federal Programs for Children and Their Families*. For a more detailed explanation and program-by-program funding figures, see Appendix E, *Who Are the Congressional and Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree.*

[2]As the first page of this report explains, these numbers have changed somewhat since 1993, and they will continue to change as the Congress and Executive Branch continue to organize and re-organize. However, these changes only serve to emphasize that there are many critical players in the Congress and the Executive Branch—and that these players only rarely coordinate their efforts across Congressional committees and Executive Branch departments and agencies.

Even in this overly simplified portrayal of the situation, however, there are:

11 different House-Senate connections for Income Programs ($212 billion or, if the Dependent Tax Exemption is excluded, $97 billion).

10 different House-Senate connections for Social Service Programs ($15 billion).

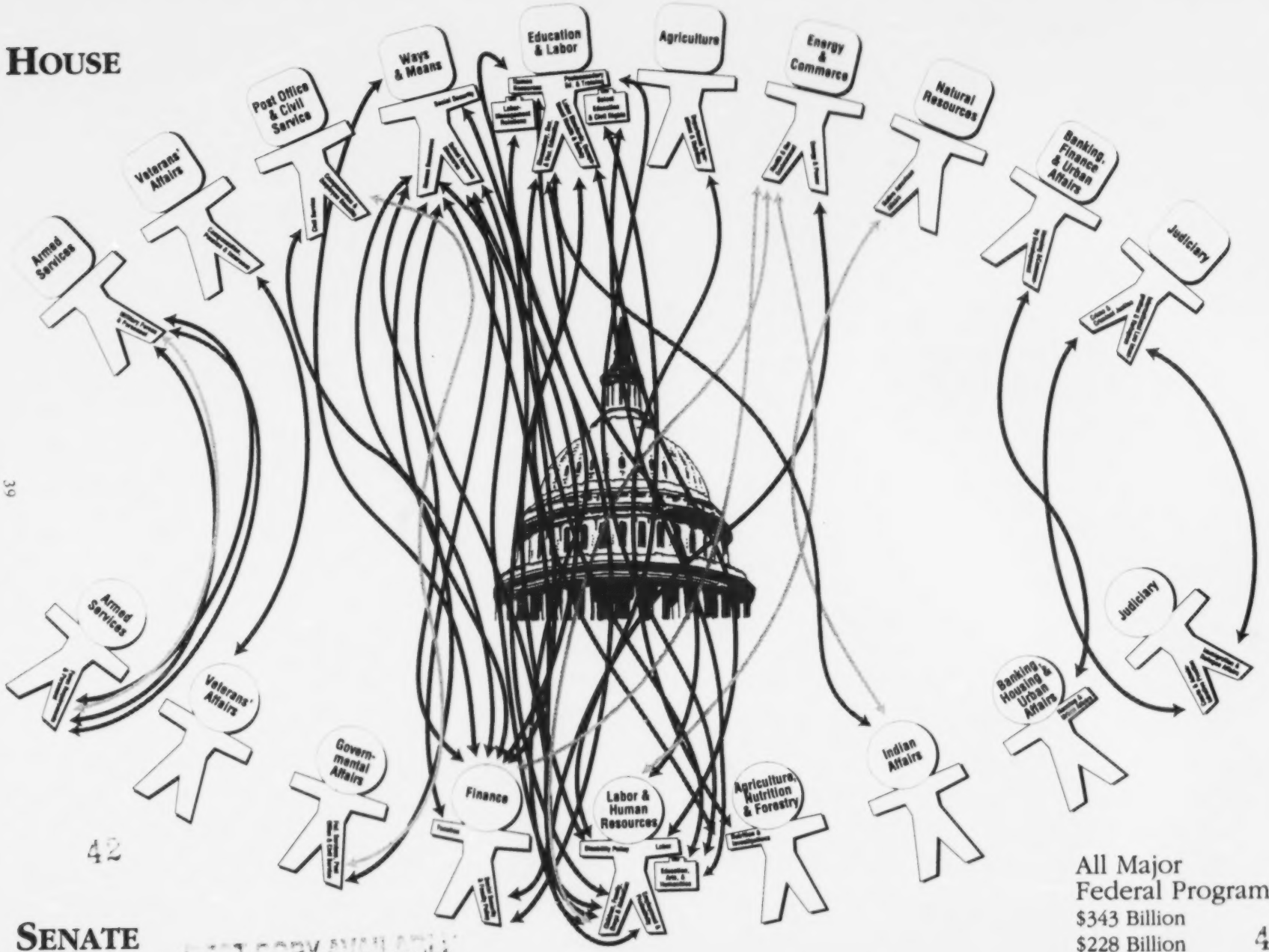
7 different House-Senate connections for Education and Training Programs ($18 billion).

6 different House-Senate connections for Health Programs ($46 billion).

2 different House-Senate connections for Housing Programs ($23 billion).

2 different House-Senate connections for Nutrition Programs ($30 billion).

As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.* (See Appendices D and E for details about specific changes in Congressional committees and subcommittees.)



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All Major
Federal Programs
$343 Billion
$228 Billion
(Excluding Dependent Exemption)

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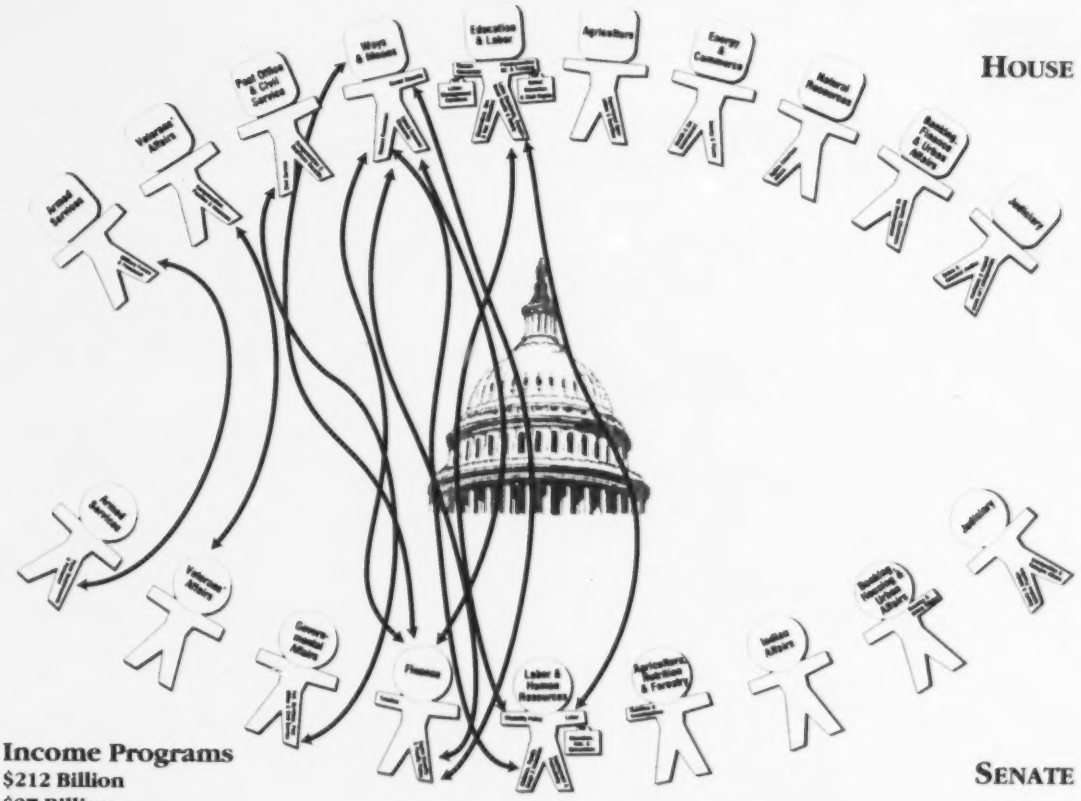
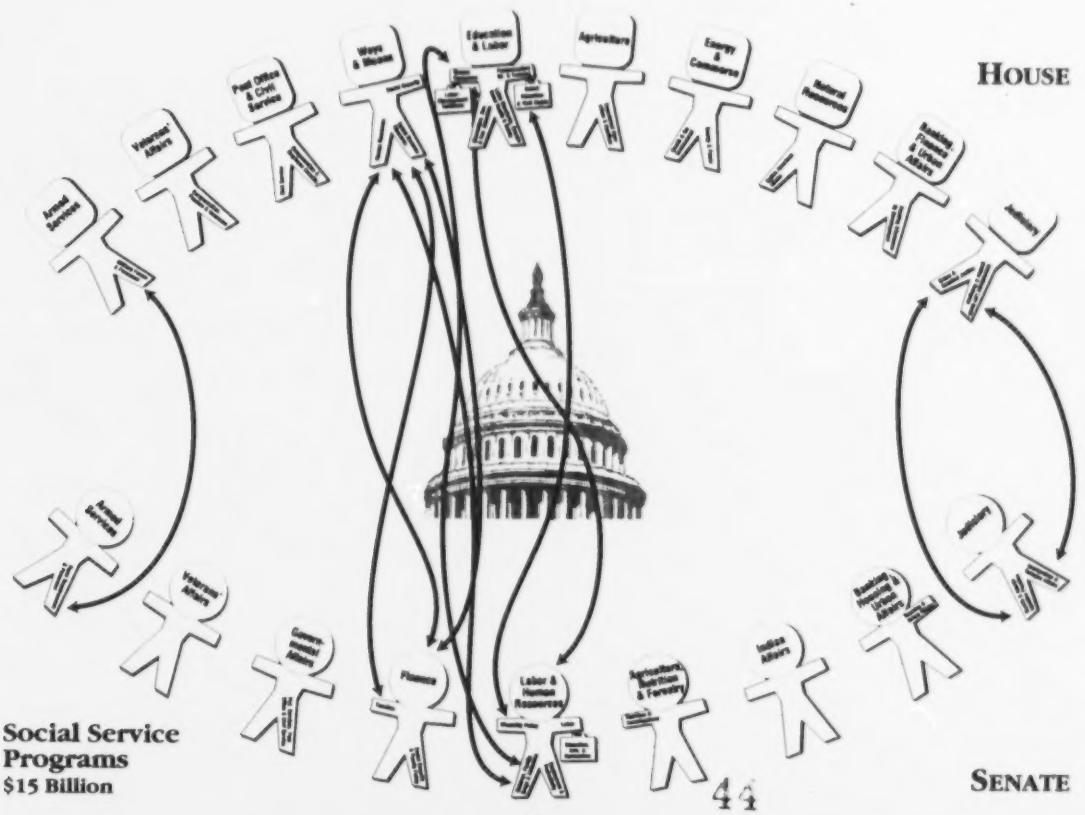
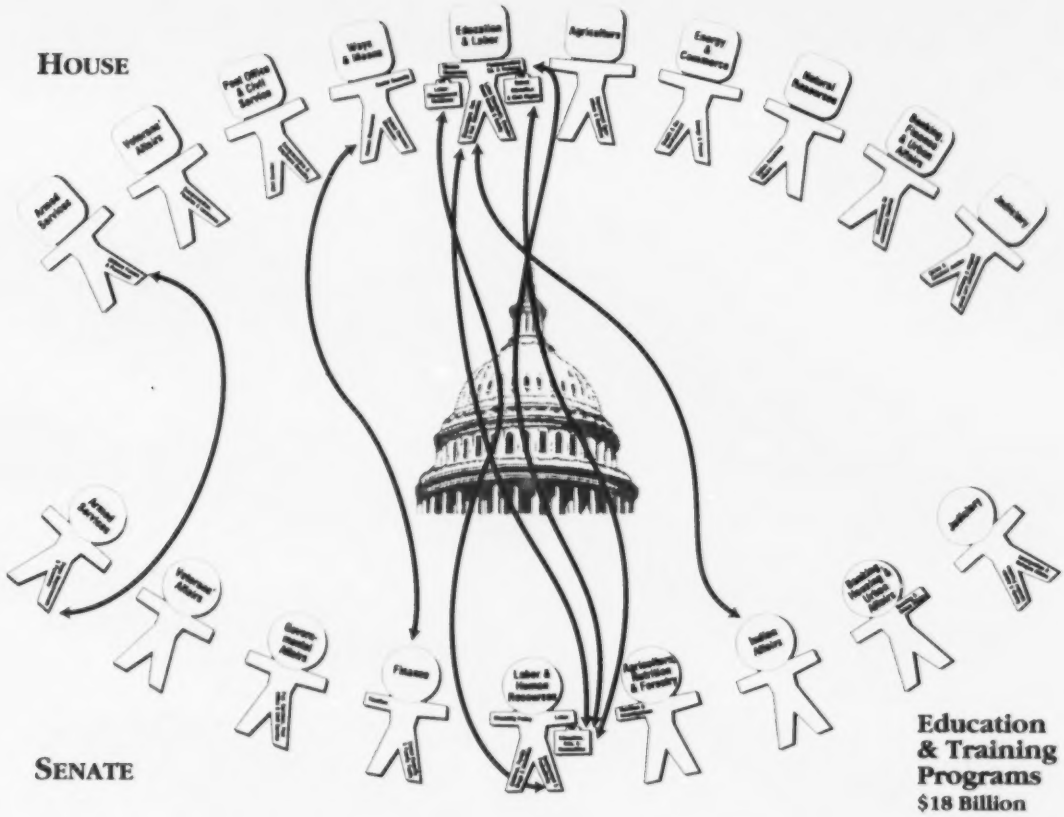
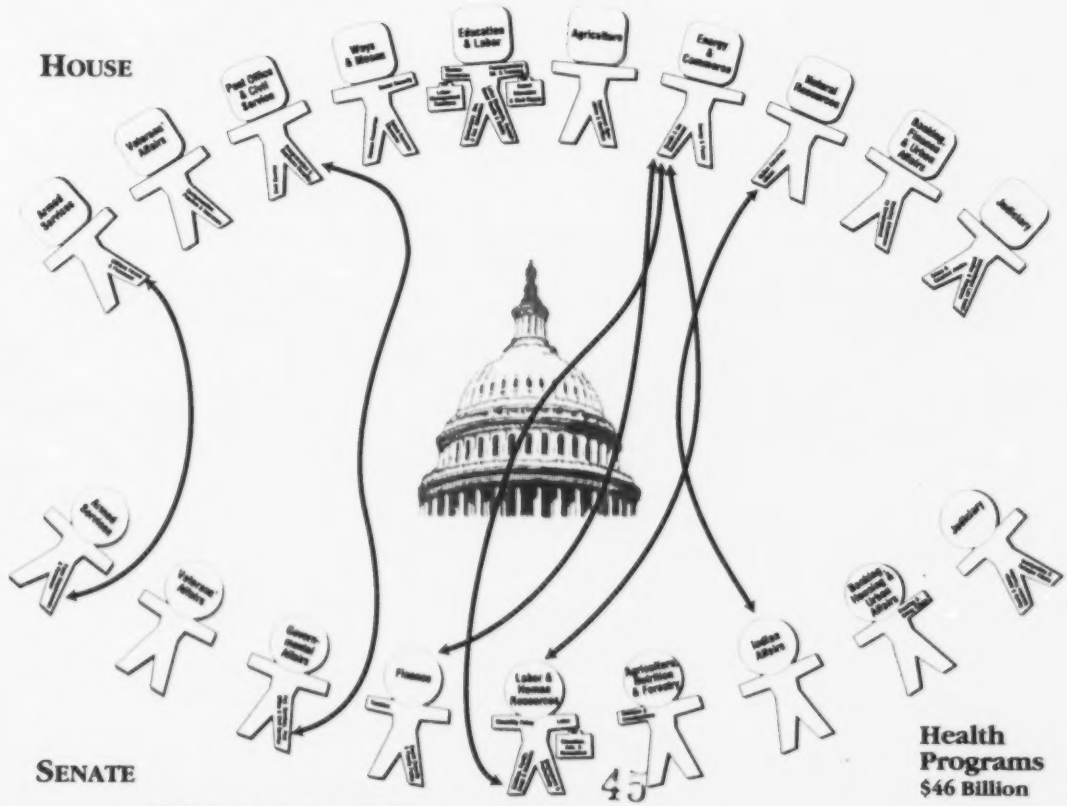


Income Programs
$212 Billion
$97 Billion
(Excluding Dependent Exemption)



Social Service Programs
$15 Billion





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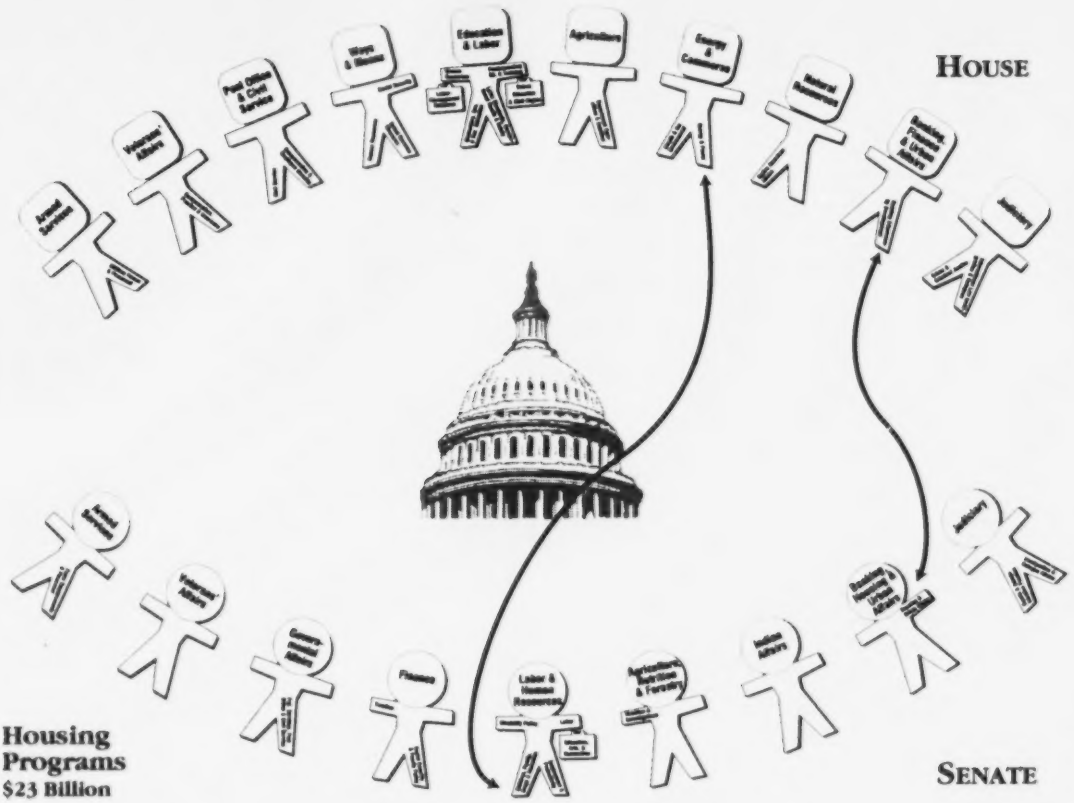

Housing Programs
$23 Billion

Nutrition Programs
$30 Billion

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APPENDIX C
RELATIONSHIPS AMONG EXECUTIVE BRANCH DEPARTMENTS & CONGRESSIONAL COMMITTEES RESPONSIBLE FOR MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

The following charts show the relationships among Executive Branch agencies and Congressional committees responsible for major federal programs for children and families.[1] These programs account for about $343 billion annually ($228 billion if the Dependent Tax Exemption is excluded).

[Also see the poster ("Executive Branch Departments and Congressional Committees That Control Programs for Children and Families—And How They Relate to Each Other") that accompanies this report.]

To understand these charts, remember that each figure represents a different Congressional committee or Executive Branch department:

The heads of the figures represent full Congressional committees and Executive Branch departments, and

The arms, legs and "pocketbooks" represent subcommittees and agencies within departments.

These charts include:

10 Executive Branch departments, the Office of Personnel Management and 25 Assistant Secretary- or Under Secretary-level agencies within departments;

10 committees and 20 subcommittees in the House of Representatives, and

9 committees and 13 subcommittees in the Senate.[2]

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[1]For purposes of this analysis, "major federal programs for children and families" includes the 76 programs with FY 1993 funding levels of $100 million or more that are listed in the December 15, 1992 CRS Report for Congress, *Federal Programs for Children and Their Families*. For a more detailed explanation and program-by-program funding figures, see Appendix E, *Who Are the Congressional and Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree.*

[2]As the first page of this report explains, these numbers have changed somewhat since 1993, and they will continue to change as the Congress and Executive Branch continue to organize and re-organize. However, these changes only serve to emphasize that there are many critical players in the Congress and the Executive Branch—and that these players only rarely coordinate their efforts across Congressional committees and Executive Branch departments and agencies.

Although these pictures look complex, reality is even more complicated.

They do *not* include important Congressional players, such as the Appropriations and Budget Committees, joint referrals of legislation to multiple committees, committees and subcommittees with oversight but not authorizing responsibilities, or committees and subcommittees that only have authority over programs of less than $100 million.

They also do not include some major Executive Branch stakeholders, such as the White House offices (including the Office of Management and Budget and the Domestic Policy Council), any of the staff assistant secretaries (including those responsible for budget, planning and administration), or any departments or agencies that are only responsible for programs of less than $100 million.

Even in this overly simplified illustration, however:

5 different departments and the Office of Personnel Management administer Income Programs ($212 billion or, if the Dependent Tax Exemption is excluded, $97 billion).

4 different departments administer Social Service Programs ($15 billion).

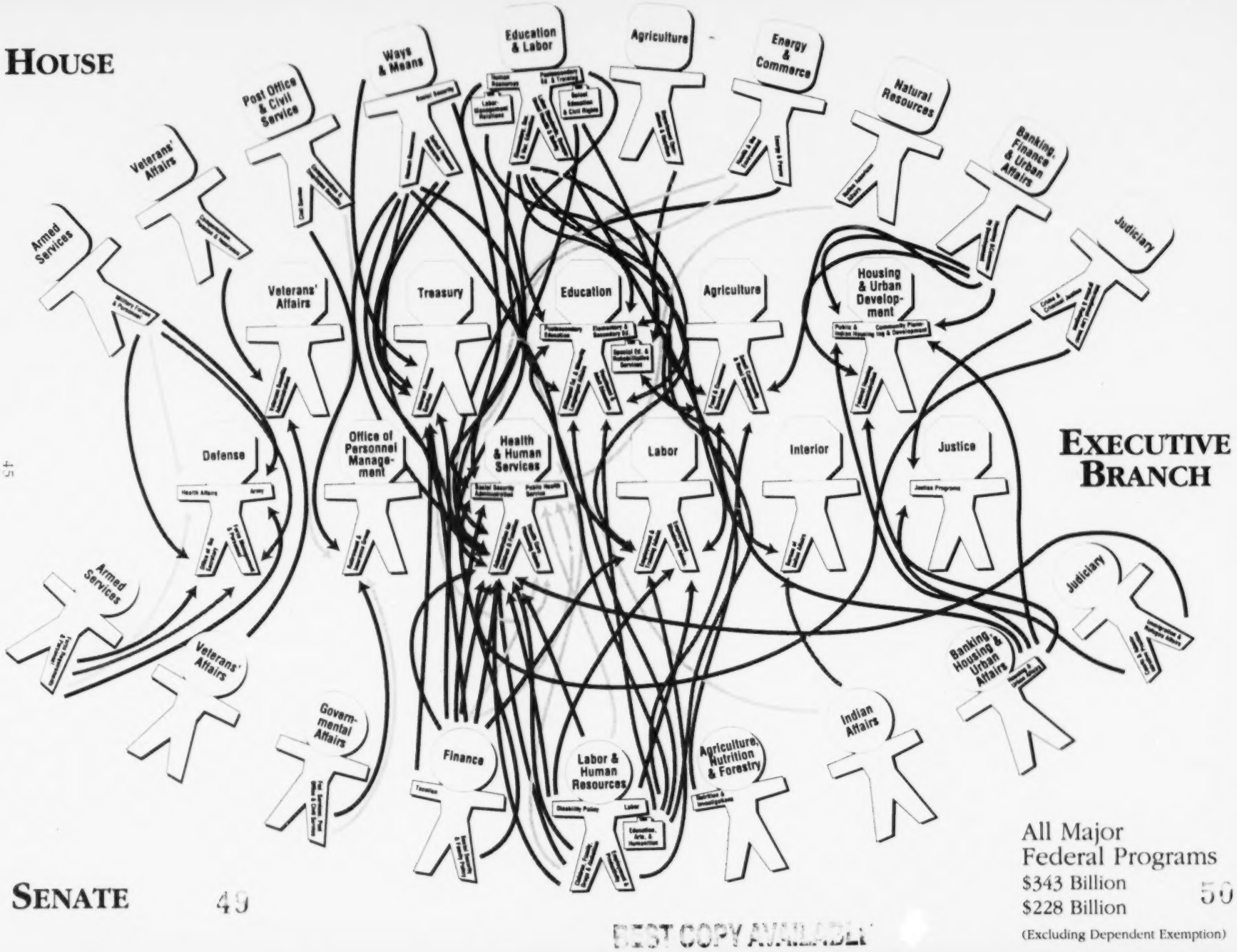
5 different departments administer Education and Training Programs ($18 billion).

2 different departments and the Office of Personnel Management administer Health Programs ($46 billion).

3 different departments administer Housing Programs ($23 billion).

1 department administers Nutrition Programs ($30 billion).

As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.* (See Appendices D and E for details about specific changes in Congressional committees and subcommittees.)



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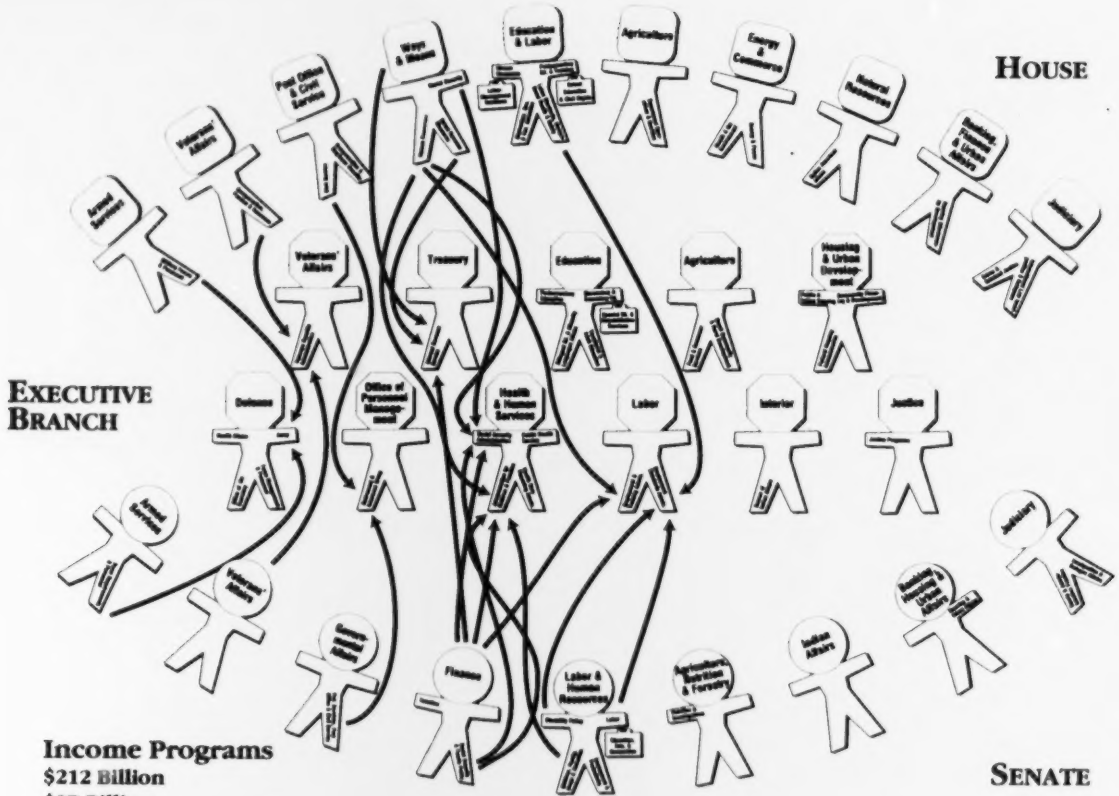
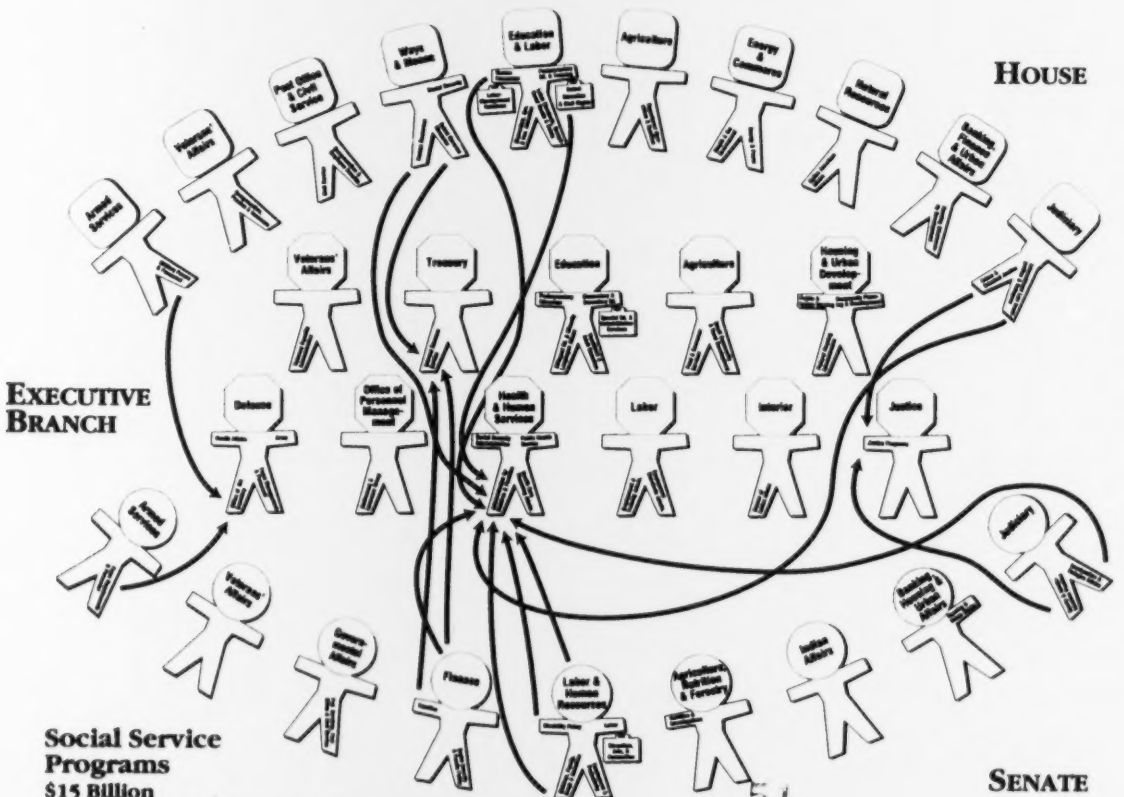


Income Programs
$212 Billion
$97 Billion
(Excluding Dependent Exemption)



Social Service Programs
$15 Billion

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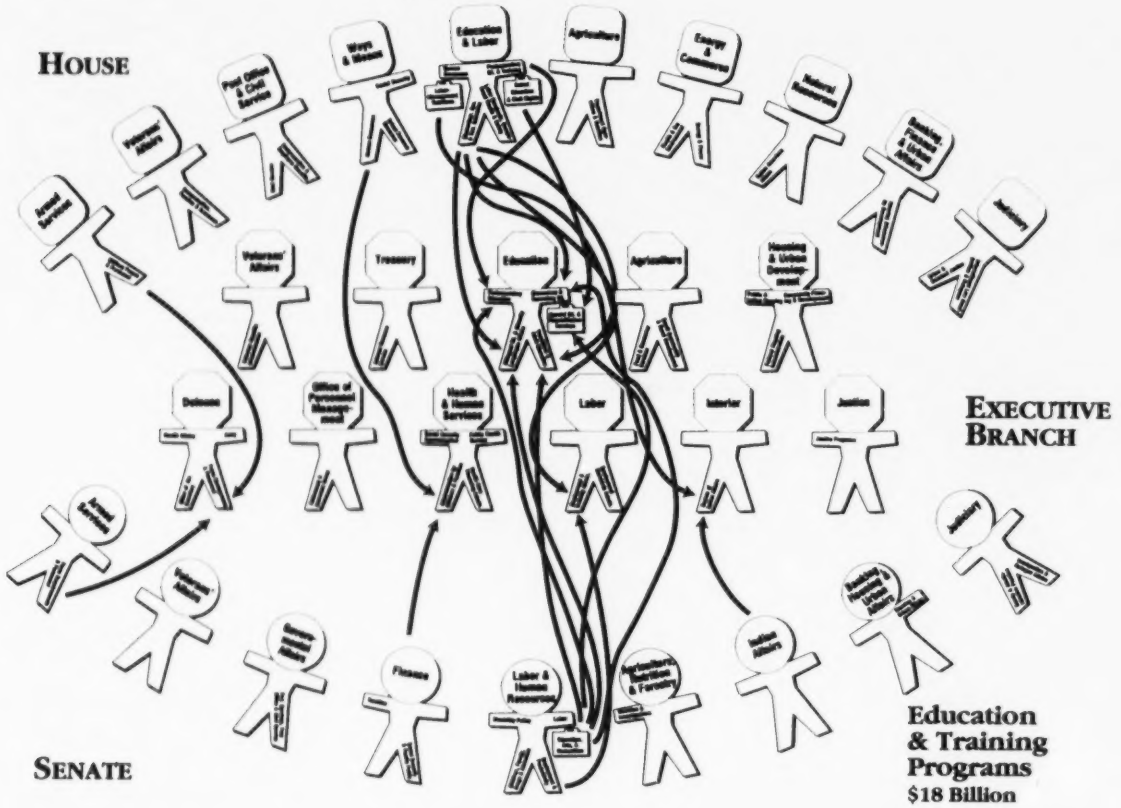

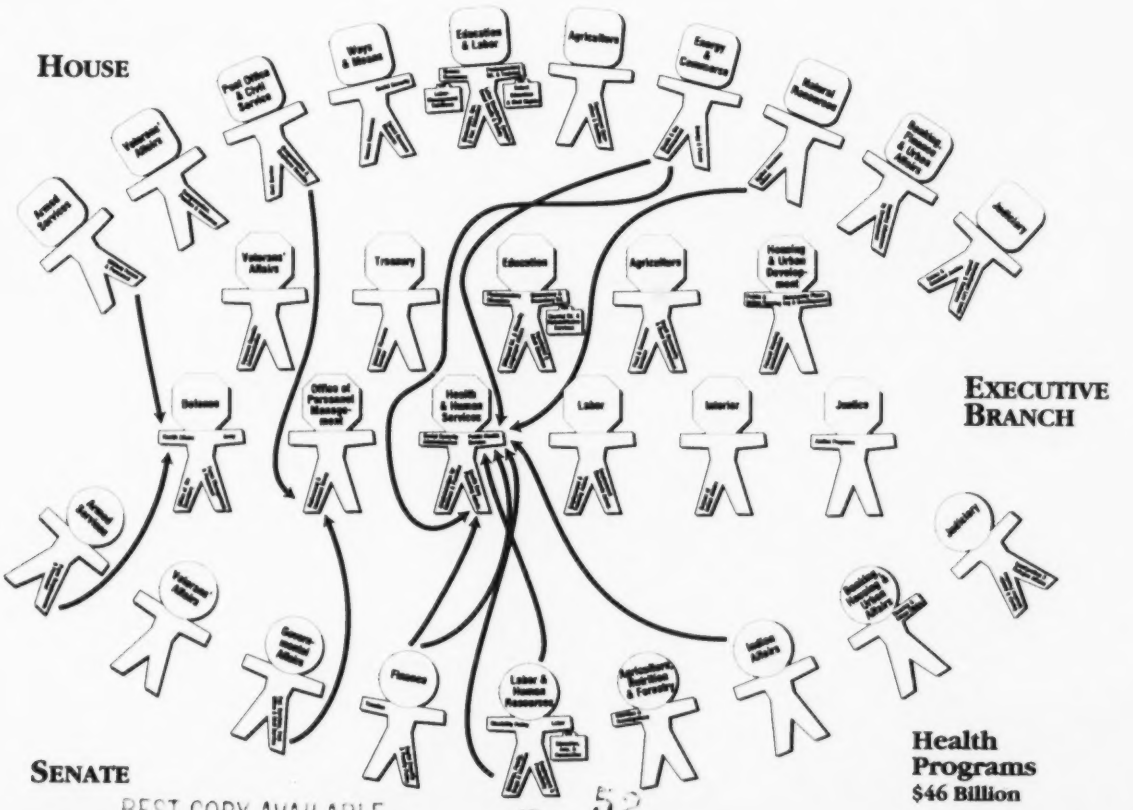

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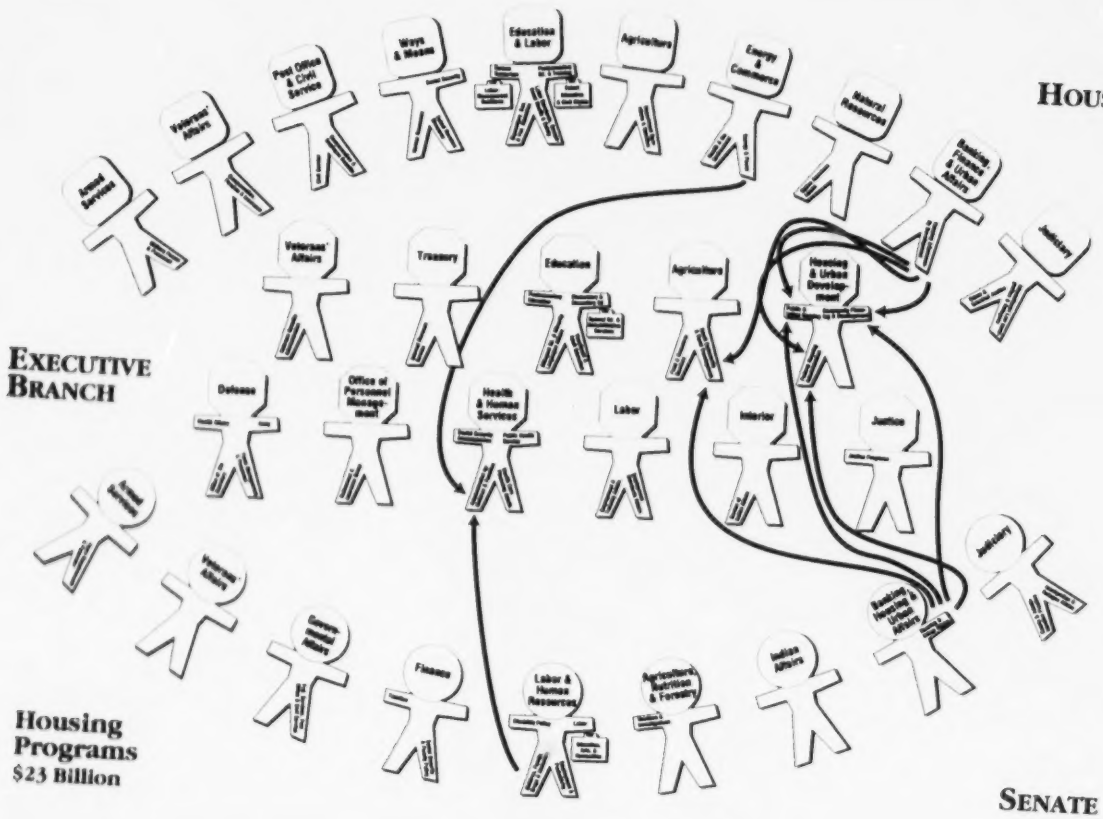

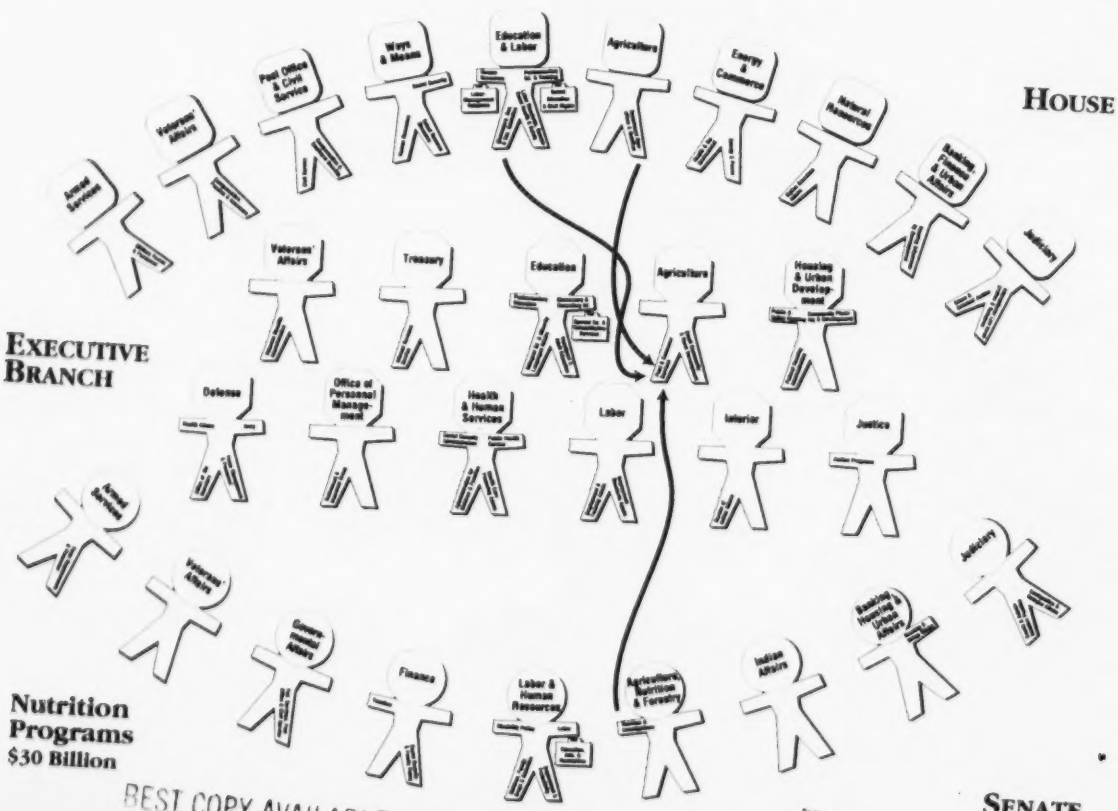

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APPENDIX D
CONGRESSIONAL COMMITTEES & EXECUTIVE BRANCH DEPARTMENTS RESPONSIBLE FOR MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

Many Congressional committees and Executive Branch departments have primary responsibility for major federal programs affecting children and families.[1] The following pages provide an overview of these 19 Congressional committees, 10 Executive Branch departments and one independent agency, and almost 60 subcommittees and agencies.[2]

This picture, complex as it is, is artificially simplified: it does not include the roles of the Appropriations and Budget Committees, joint referrals of legislation to multiple committees, or the involvement of committees with oversight responsibilities. It also excludes all programs with annual federal funding of less than $100 million. It does, however, reveal the tip of the complexity iceberg of federal programs affecting children and families.

We have shown the funding levels handled by the various committees, subcommittees, departments and agencies in order to give a rough sense of the magnitude of the resources for children and families that they control.[3]

Pages 50-52 show the big picture—the funding amounts and percentages controlled by different Congressional committees and Executive Branch departments. Pages 53-55 give more detail and break down these amounts by subcommittee and agency.

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[1] For purposes of this analysis, the term "major programs affecting children and families" includes the 76 programs with FY 1993 funding levels of $100 million or more that are listed in the December 15, 1992 Congressional Research Service Report for Congress, *Federal Programs for Children and Their Families*. For a more detailed explanation and program-by-program funding figures, see Appendix E, *Who Are the Congressional & Executive Branch "Parents" of Major Federal Programs for Children & Families? A Family Tree*.

[2] As the first page of this report explains, these numbers have changed somewhat since 1993, and they will continue to change as the Congress and Executive Branch continue to organize and re-organize. However, these changes only serve to emphasize that there are many critical players in the Congress and the Executive Branch—and that these players only rarely coordinate their efforts across Congressional committees and Executive Branch departments and agencies. As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.* (See Appendices D and E for details about specific changes in Congressional committees and subcommittees.)

[3] The funding figures used for this analysis by the IEL Policy Exchange came primarily from Table 3 (as updated on March 2, 1993 and published separately) of the December 15, 1992 Congressional Research Service Report for Congress, *Federal Programs for Children and Their Families*. These funding figures represent, depending on the program, appropriations, obligations, outlays/expenditures, tax expenditures, or program level funding: see the footnotes to Appendix E for details.

Funding by Committee & Department Totals & Percentages

U.S. SENATE

	FY 1993 $$ in Billions	*% Including* Dependent Tax Exemption	*% Excluding* Dependent Tax Exemption
Finance Committee	$228.0	67%	50%
Labor & Human Resources Committee	$31.3	9%	14%
Agriculture, Nutrition & Forestry Committee	$29.5	9%	13%
Banking, Housing & Urban Affairs Committee	$21.5	6%	9%
Armed Services Committee	$17.6	5%	8%
Governmental Affairs Committee	$11.8	3%	5%
Indian Affairs Committee	$2.3	1%	1%
Judiciary Committee	$0.6	*	*
Veterans' Affairs Committee	$0.2	*	*
TOTAL	**$342.8**		

Funding by Committee & Department Totals & Percentages

U.S. HOUSE OF REPRESENTATIVES[4]

	FY 1993 $$ in Billions	% *Including* Dependent Tax Exemption	% *Excluding* Dependent Tax Exemption
Ways & Means Committee	$218.4	64%	45%
Education & Labor Committee (renamed "Economic & Educational Opportunities")	$33.1	10%	15%
Banking, Finance & Urban Affairs Committee (renamed "Banking & Financial Services")	$21.6	6%	9%
Agriculture Committee	$19.5	6%	9%
Energy & Commerce (renamed "Commerce")	$18.1	5%	8%
Armed Services Committee (renamed "National Security")	$17.6	5%	8%
Post Office & Civil Service Committee (abolished, relevant programs now handled by the Government Reform & Oversight Committee)	$11.8	3%	5%
Natural Resources Committee (renamed "Resources")	$1.9	1%	1%
Judiciary Committee	$0.6	*	*
Veterans' Affairs Committee	$0.2	*	*
TOTAL	**$342.8**		

[4] In the 104th Congress, which began in January 1995, the House of Representatives made numerous committee and organizational changes: most notably, the names of many committees and subcommittees were changed and some committees and subcommittees were abolished. (The new names of these committees are indicated in parenthesis.) However, the number of committees with primary jurisdiction over children and family issues remains at ten and the number of subcommittees is reduced by only five (from 20 to 15).

Funding by Committee & Department
Totals & Percentages

EXECUTIVE BRANCH

	FY 1993 $$ in Billions	*% Including* Dependent Tax Exemption	*% Excluding* Dependent Tax Exemption
Health & Human Services Department[5]	$79.5	23%	35%
Labor Department	$38.8	13%	17%
Agriculture Department	$32.4	9%	14%
Housing & Urban Development Department	$18.7	5%	8%
Defense Department	$17.6	5%	8%
Treasury Department	$130.2	38%	7%
Education Department	$13.0	4%	6%
Office of Personnel Management	$11.8	3%	5%
Interior Department	$0.4	*	*
Veterans Affairs Department	$0.2	*	*
Justice Department	$0.2	*	*
TOTAL	**$342.8**		

[5] The Social Security Administration ($33.1 billion in FY 1993) will become an independent agency within the Executive Branch in March 1995.

Funding by Subcommittee & Agency

U.S. SENATE

	FY 1993 Funding in Billions	
Finance Committee		
Full Committee	$211.0[6]	
Social Security & Family Policy Subcommittee	14.3	
Taxation Subcommittee	2.7	
Subtotal		*$228.0*
Labor & Human Resources Committee[7]		
Full Committee	$3.4	
Children, Family, Drugs & Alcoholism Subcommittee	9.3	
Labor Subcommittee	1.8	
Disability Policy Subcommittee	1.5	
Education, Arts & Humanities Subcommittee	13.0	
Employment & Productivity Subcommittee	2.3	
Subtotal		*$31.3*
Agriculture, Nutrition & Forestry Committee		
Nutrition & Investigations Subcommittee (renamed "Research, Nutrition & General Legislation")	$29.5	
Subtotal		*$29.5*
Banking, Housing & Urban Affairs Committee		
Housing & Urban Affairs Subcommittee (renamed" Housing Opportunity & Community Development")	$21.5	
Subtotal		*$21.5*
Armed Services Committee		
Force Requirements & Personnel Subcommittee (renamed "Personnel")	$17.6	
Subtotal		*$17.6*
Governmental Affairs Committee		
Federal Services, Post Office & Civil Service Subcommittee (renamed "Post Office & Civil Service")	$11.8	
Subtotal		*$11.8*
Indian Affairs Committee		
Full Committee	$2.3	
Subtotal		*$2.3*
Judiciary Committee[8]		
Courts & Administrative Practice Subcommittee	$0.2	
Immigration & Refugee Affairs Subcommittee	0.4	
Subtotal		*$0.6*
Veterans' Affairs Committee		
Full Committee	$0.2	
Subtotal		*$0.2*
TOTAL		**$342.8**

[6] Includes $115 billion for Dependent Tax Exemption.

[7] In the 104th Congress, the Labor & Human Resources Committee has reorganized. The Children, Family, Drugs & Alcoholism Subcommittee has been renamed the Children & Families Subcommittee. The Labor Subcommittee and the Employment & Productivity Subcommittee have been abolished: labor issues are now handled by the full committee.

[8] In the 104th Congress, these two subcommittees have been renamed and are now "Administrative Oversight & the Courts" and "Immigration."

Funding by Subcommittee & Agency

U.S. HOUSE OF REPRESENTATIVES[10]

	FY 1993 Funding in Billions	
Ways & Means Committee[11]		
Full Committee	$11.9	
Human Resources Subcommittee	74.1	
Select Revenue Measures Subcommittee	118.3[12]	
Social Security Subcommittee	14.1	
Subtotal		*$218.4*
Education & Labor Committee[13]		
Labor Standards, Occupational Health & Safety Subcommittee	$3.2	
Elementary, Secondary, & Vocational Education Subcommittee	20.3	
Human Resources Subcommittee	4.1	
Select Education & Civil Rights Subcommittee	2.9	
Postsecondary Education & Training Subcommittee	0.2	
Labor-Management Relations Subcommittee	2.3	
Subtotal		*$33.1*
Banking, Finance & Urban Affairs Committee[14]		
Housing & Community Development Subcommittee	$21.6	
Subtotal		*$21.6*
Agriculture Committee[15]		
Department Operations & Nutrition Subcommittee	$19.5	
Subtotal		*$19.5*
Energy & Commerce Committee[16]		
Health & the Environment Subcommittee	$16.7	
Energy & Power Subcommittee	1.3	
Subtotal		*$18.1*

continued . . .

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[10] In the 104th Congress, which began in January 1995, the House of Representatives made numerous committee and organizational changes: most notably, the names of many committees and subcommittees were changed and some committees and subcommittees were abolished. However, the number of committees with primary jurisdiction over children and family issues remains at ten and the number of subcommittees is reduced by only five (from 20 to 15).

[11] In the 104th Congress, the Subcommittee on Select Revenue Measures was abolished. The programs in this analysis are now handled by the full Ways & Means Committee.

[12] Includes $115 for Dependent Tax Exemption.

[13] In the 104th Congress, the Education & Labor Committee was renamed the Economic & Educational Opportunities Committee. The Subcommittee on Labor Standards, Occupational Health & Safety no longer exists: the new Subcommittee on Worker Protections handles the programs in this analysis. The Subcommittee on Elementary, Secondary & Vocational Education has been renamed and its jurisdiction expanded: it is now the Subcommittee on Early Childhood, Youth & Families. This new subcommittee also handles the programs in this analysis that were formerly handled by the Human Resources Subcommittee, the Select Education & Civil Rights Subcommittee, and the Labor-Management Relations Subcommittee, all of which have been abolished. The name of the Postsecondary Education & Training Subcommittee has been changed to the Subcommittee on Postsecondary Education, Training and Life-Long Learning.

[14] In the 104th Congress, the Committee on Banking, Finance & Urban Affairs was renamed the Committee on Banking & Financial Services. The Subcommittee on Housing and Community Development was renamed the Subcommittee on Housing & Community Opportunity.

[15] In the 104th Congress, the Subcommittee on Department Operations & Nutrition was renamed the subcommittee on Department Operations, Nutrition & Foreign Agriculture.

[16] In the 104th Congress, the Committee on Energy & Commerce was renamed the Committee on Commerce. The Subcommittee on Health & the Environment was renamed the Subcommittee on Health and Environment.

	FY 1993 Funding in Billions	
Armed Services Committee[17]		
Military Forces & Personnel Subcommittee	$17.6	
Subtotal		*$17.6*
Post Office & Civil Service Committee[18]		
Civil Service Subcommittee	$0.1	
Compensation & Employee Benefits Subcommittee	11.7	
Subtotal		*$11.8*
Natural Resources Committee[19]		
Native American Affairs Subcommittee	$1.9	
Subtotal		*$1.9*
Judiciary Committee [20]		
Crime & Criminal Justice Subcommittee	$0.2	
International Law, Immigration, & Refugees Subcommittee	0.4	
Subtotal		*$0.6*
Veterans' Affairs Committee [21]		
Compensation, Pension & Insurance Subcommittee	$0.2	
Subtotal		*$0.2*
TOTAL		**$342.8**

[17] In the 104th Congress, the Committee on Armed Services was renamed the Committee on National Security. The Subcommittee on Military Forces & Personnel was renamed to be the Subcommittee on Military Personnel.

[18] In the 104th Congress, the Committee on Post Office & Civil Service was abolished. The programs in this analysis are now handled by the Subcommittee on Civil Service of the Committee on Government Reform & Oversight.

[19] In the 104th Congress, the Natural Resources Committee was renamed the Resources Committee. The Subcommittee on Native American Affairs was renamed to be the Subcommittee on Native American & Insular Affairs.

[20] In the 104th Congress, the Subcommittee on Crime & Criminal Justice was renamed to be the Subcommittee on Crime. The Subcommittee on International Law, Immigration & Refugees was renamed to be the Subcommittee on Immigration & Claims.

[21] In the 104th Congress, the Subcommittee on Compensation, Pension & Insurance was renamed to be the Subcommittee on Compensation, Pension, Insurance & Memorial Affairs.

Funding by Subcommittee & Agency

EXECUTIVE BRANCH

	FY 1993 Funding in Billions	
Health & Human Services Department		
Administration for Children & Families	$27.7	
Social Security Administration[22]	33.1	
Health Care Financing Administration	13.2	
Public Health Service	5.4	
Subtotal		$79.5
Labor Department		
Employment & Training Administration	$35.6	
Employment Standards Administration	3.2	
Subtotal		$38.8
Agriculture Department		
Food & Consumer Services	$29.5	
Small Community & Rural Development	2.8	
Subtotal		$32.4
Housing & Urban Development Department		
Public & Indian Housing	$17.1	
Community Planning & Development	1.6	
Federal Housing Administration Commissioner	0.0[23]	
Subtotal		$18.7
Defense Department		
Department of the Army	$1.2	
Office of the Secretary	0.2	
Health Affairs	15.3	
Force Management & Personnel	0.9	
Subtotal		$17.6
Treasury Department		
Internal Revenue Service	$130.2[24]	
Subtotal		$130.2
Education Department		
Vocational & Adult Education	$1.1	
Elementary & Secondary Education	8.7	
Bilingual Education & Minority Languages Affairs	0.2	
Postsecondary Education	0.2	
Special Education & Rehabilitative Services	2.8	
Subtotal		$13.0
Office of Personnel Management		
Retirement & Insurance Group	$11.8	
Subtotal		$11.8
Interior Department		
Bureau of Indian Affairs	$0.4	
Subtotal		$0.4
Veterans Affairs Department		
Veterans' Benefits Administration	$0.2	
Subtotal		$0.2
Justice Department		
Justice Programs	$0.2	
Subtotal		$0.2
TOTAL		**$342.8**

[22] On March 31, 1995, the Social Security Administration will become an independent agency within the Executive Branch.
[23] Funding is included in Public and Indian Housing.
[24] Includes $115 billion for Dependent Tax Exemption.

APPENDIX E
WHO ARE THE CONGRESSIONAL & EXECUTIVE BRANCH "PARENTS" OF MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES? A FAMILY TREE

Federal programs reflect their parentage—that is, the primary Congressional committees that authorize them and Executive Branch departments that administer them. The following pages outline the family tree for 76 of the largest federal programs for children and families.[1]

The programs are organized into six categories:

Income programs,

Social service programs,

Education and training programs,

Health programs,

Housing programs, and

Nutrition programs.

This list of programs and their programmatic parents looks and, indeed is, complex. It includes 19 Congressional committees, 10 departments and one independent agency, and close to 60 subcommittees and agencies within departments—almost 90 separate entities in all.[2]

Yet, the full picture—including the roles of the Appropriations and Budget Committees, joint referrals of legislation to multiple committees, the involvement of oversight committees, and programs with annual 1993 federal funding of less than $100 million annually—is far more complicated.

In all, these programs accounted for about $343 billion in FY 1993—or, if you exclude the Dependent Tax Exemption, $228 billion.[3]

As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments. In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993. ***New names of committees and subcommittees as well as jurisdictional changes in the 104th Congress are noted in parentheses for each set of programs on the following pages.***

FY 1993 Funding in Millions

INCOME PROGRAMS

House Committee on Ways & Means
  Full Committee
Senate Finance Committee
  Full Committee

To: Department of Treasury
Internal Revenue Service
Earned Income Credit (EIC) $11,900[4]

House Committee on Ways & Means
  Subcommittee on Human Resources
Senate Finance Committee
  Full Committee

To: Department of Health & Human Services
Administration for Children & Families
AFDC—Aid to Families with Dependent Children $12,453[5]

To: Department of Health & Human Services
Social Security Administration
SSI—Supplemental Security Income $19,000[6]

To: Department of Labor
Employment & Training Administration
Unemployment Compensation (Dependent Allowance) $33,300[7]

House Committee on Ways & Means
  Subcommittee on Human Resources
Senate Finance Committee
  Subcommittee on Social Security & Family Policy

To: Department of Health & Human Services
Administration for Children & Families
Emergency Assistance $171[8]

House Committee on Ways & Means
  Subcommittee on Human Resources
Senate Committee on Labor & Human Resources
  Subcommittee on Children, Family, Drugs & Alcoholism (renamed "Children & Families")

To: Department of Health & Human Services
Administration for Children & Families
Child Support Enforcement $1,470[9]

House Committee on Ways & Means
Subcommittee on Select Revenue Measures (abolished, now handled by the full committee)
Senate Finance Committee
Full Committee

To: Department of Treasury
Internal Revenue Service
Dependent Tax Exemption $115,000[10]

House Committee on Ways & Means
Subcommittee on Social Security
Senate Finance Committee
Subcommittee on Social Security & Family Policy

To: Department of Health & Human Services
Social Security Administration
Social Security (Dependents Benefits) $14,124[11]

House Post Office & Civil Service Committee (abolished, now handled by the Government Reform & Oversight Committee)
Subcommittee on Civil Service
Senate Governmental Affairs Committee
Subcommittee on Federal Services, Post Office & Civil Service (renamed "Post Office & Civil Service")

To: Office of Personnel Management
Retirement & Insurance Group
Civil Service Child Survivor Benefits $128[12]

House Armed Services Committee (renamed "National Security")
Subcommittee on Military Forces & Personnel (renamed "Military Personnel")
Senate Armed Services Committee
Subcommittee on Force Requirements & Personnel (renamed "Personnel")

To: Department of Defense
Department of the Army
Military Survivor Benefit Plan (SBP) $1,172[13]

House Committee on Veterans' Affairs
Subcommittee on Compensation, Pension & Insurance (renamed "Compensation, Pension, Insurance & Memorial Affairs")
Senate Committee on Veterans' Affairs
Full Committee

To: Department of Veterans Affairs
Veterans Benefits Administration
Veterans' Dependency & Indemnity Compensation $238[14]

FY 1993 Funding in Millions

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Labor Standards, Occupational Health & Safety (renamed "Worker Protections")
Senate Committee on Labor & Human Resources
Subcommittee on Labor (abolished, labor issues are handled by the full committee)

To: Department of Labor
Employment Standards Administration

Workers' Compensation for Federal Employees (Dependent & Survivor Benefits) $1,830[15]

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Labor Standards, Occupational Health & Safety (renamed "Worker Protections")
Senate Committee on Labor & Human Resources
Subcommittee on Disability Policy

To: Department of Labor
Employment Standards Administration

Federal Black Lung Disability Benefits (Dependent & Survivor Benefits) $1,360[16]

Subtotal for Income Programs
Including *Dependent Tax Exemption* = *$212,146 million*
Excluding *Dependent Tax Exemption* = *$97,146 million*

FY 1993 Funding in Millions

SOCIAL SERVICE PROGRAMS

House Committee on Ways & Means
  Subcommittee on Human Resources
Senate Finance Committee
  Full Committee

To: Department of Health & Human Services
  Administration for Children & Families

Social Services Block Grant	$2,800[17]	
Child Care & Transitional Child Care for AFDC Recipients & Former Recipients	446[18]	
At-Risk Child Care Program	300[19]	
Child Welfare Services	295[20]	
		$3,841

House Committee on Ways & Means
  Subcommittee on Select Revenue Measures (abolished, now handled by the full committee)
Senate Finance Committee
  Full Committee

To: Department of Treasury
  Internal Revenue Service

Income Tax Exclusion for Dependent Care Assistance Program	$615[21]

House Committee on Ways & Means
  Subcommittee on Select Revenue Measures (abolished, now handled by the full committee)
Senate Finance Committee
  Subcommittee on Taxation

To: Department of Treasury
  Internal Revenue Service

Child & Dependent Care Tax Credit	$2,685[22]

House Committee on Ways & Means
  Subcommittee on Human Resources
Senate Committee on Labor & Human Resources
  Subcommittee on Children, Families, Drugs & Alcoholism (renamed "Children & Families")

To: Department of Health & Human Services
  Administration for Children & Families

Foster Care	$2,610[23]	
Adoption Assistance	244[24]	
		$2,854

FY 1993 Funding in Millions

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Human Resources (abolished, now handled by "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Full Committee

To: Department of Health & Human Services
Administration for Children & Families

Community Services Block Grant	$441[25]
Head Start	2,779[26]
	$3,220

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Human Resources (abolished, now handled by "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Subcommittee on Children, Family, Drugs & Alcoholism (renamed "Children & Families")

To: Department of Health & Human Services
Administration for Children & Families

Child Care & Development Block Grant	$893[27]

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Select Education & Civil Rights (abolished, now handled by "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Subcommittee on Disability Policy

To: Department of Health & Human Services
Administration for Children & Families

Developmental Disabilities Program	$109[28]

House Armed Services Committee (renamed "National Security")
Subcommittee on Military Forces & Personnel (renamed "Military Personnel")
Senate Armed Services Committee
Subcommittee on Force Requirements & Personnel (renamed "Personnel")

To: Department of Defense
Office of the Secretary

Military Child Care	$200[29]

House Judiciary Committee
Subcommittee on Crime & Criminal Justice (renamed "Crime")
Senate Judiciary Committee
Subcommittee on Courts & Administrative Practice (renamed "Administrative Oversight & the Courts")

To: Department of Justice
Office of Justice Programs

Victims of Crime Act	$205[30]

FY 1993 Funding in Millions

House Judiciary Committee
Subcommittee on International Law, Immigration & Refugees (renamed "Immigration & Claims")
Senate Judiciary Committee
Subcommittee on Immigration & Refugee Affairs (renamed "Immigration")

To: Department of Health & Human Services
Administration for Children & Families

Refugee & Cuban/Haitian Entrant Assistance Programs $382[31]

Subtotal for Social Service Programs = $15,004 million

FY 1993 Funding in Millions

EDUCATION & TRAINING PROGRAMS

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Elementary, Secondary & Vocational Education (renamed "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Subcommittee on Education, Arts & Humanities

To: Department of Education
Office of Elementary & Secondary Education

Chapter 1—Education for the Disadvantaged, Local Education Agency Grants	$6,192[32]	
Chapter 2—Education Block Grants for States	435[33]	
State Agency Migrant Education Program	303[34]	
Drug-Free Schools & Communities Act	598[35]	
Dwight D. Eisenhower Mathematics & Science Education Act	275[36]	
Magnet Schools Assistance	108[37]	
Impact Aid	750[38]	
		$8,661

To: Department of Education
Office of Bilingual Education & Minority Languages Affairs

Bilingual Education Programs	$196[39]

To: Department of Education
Office of Vocational & Adult Education

Vocational Education, Basic State Grants	$973[40]	
Vocational Education—Tech-Prep Education	104[41]	
		$1,077

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Postsecondary Education & Training (renamed "Postsecondary Education, Training & Life-Long Learning")
Senate Committee on Labor & Human Resources
Subcommittee on Education, Arts & Humanities

To: Department of Education
Office of Postsecondary Education

TRIO Programs	$223[42]

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Select Education & Civil Rights (abolished, now handled by "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Subcommittee on Education, Arts & Humanities (handled by "Disability Policy")

To: Department of Education
Office of Special Education & Rehabilitative Services

IDEA—Education Programs for Children with Disabilities	$2,840[43]

FY 1993 Funding in Millions

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Labor-Management Relations (abolished, now handled by "Early Childhood, Youth & Families")
Senate Committee on Labor & Human Resources
Subcommittee on Employment & Productivity (abolished, now handled by the full committee)

To: Department of Labor
Employment & Training Administration

Youth Training Program	$697[44]	
Job Corps	966[45]	
Summer Youth Employment & Training Program	671[46]	
		$2,334

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Elementary, Secondary & Vocational Education (renamed "Early Childhood, Youth & Families")
Senate Committee on Indian Affairs
Full Committee

To: Department of Interior
Bureau of Indian Affairs

Indian Education Programs	$394[47]

House Armed Services Committee (renamed "National Security")
Subcommittee on Military Forces & Personnel (renamed "Military Personnel")
Senate Armed Services Committee
Subcommittee on Force Requirements & Personnel (renamed "Personnel")

To: Department of Defense
Office of Force Management & Personnel

Department of Defense Dependent Schools	$906[48]

House Committee on Ways & Means
Subcommittee on Human Resources
Senate Finance Committee
Full Committee

To: Department of Health & Human Services
Administration for Children & Families

AFDC JOBS Program (Education, Work & Training Program for AFDC Recipients)	$1,000[49]

Subtotal for Education & Training Programs = $17,631 million

FY 1993 Funding in Millions

HEALTH PROGRAMS

House Committee on Energy & Commerce (renamed "Commerce")
Subcommittee on Health & the Environment (renamed "Health & Environment")
Senate Finance Committee
Full Committee

To: Department of Health & Human Services
Health Care Financing Administration (HCFA)

Medicaid	$13,200[50]

To: Department of Health & Human Services
Public Health Service

Maternal & Child Health Services Block Grant	$665[51]

House Committee on Energy & Commerce (renamed "Commerce")
Subcommittee on Health & the Environment (renamed "Health & Environment")
Senate Committee on Labor & Human Resources
Subcommittee on Children, Families, Drugs & Alcoholism (renamed "Children & Families")

To: Department of Health & Human Services
Public Health Service

Community Health Centers	$559[52]	
Childhood Immunization	341[53]	
Family Planning	174[54]	
Substance Abuse Block Grants	1,130[55]	
Community Mental Health Services Block Grants	278[56]	
Drug Abuse Treatment Improvement Programs	134[57]	
HIV Care Grants	115[58]	
		$2,731

House Committee on Energy & Commerce (renamed "Commerce")
Subcommittee on Health & the Environment (renamed "Health & Environment")
Senate Committee on Labor & Human Resources
Full Committee

To: Department of Health & Human Services
Public Health Service

Preventive Health & Services Block Grant	$149[59]

House Committee on Natural Resources (renamed "Resources")
Subcommittee on Native American Affairs (renamed "Native American & Insular Affairs")
Senate Committee on Indian Affairs
Full Committee

To: Department of Health & Human Services
Public Health Service

Indian Health Program	$1,858[60]

FY 1993 Funding in Millions

House Committee on Post Office & Civil Service (abolished, now handled by the Government Reform & Oversight Committee)
Subcommittee on Compensation & Employee Benefits (handled by "Civil Service")
Senate Committee on Governmental Affairs
Subcommittee on Federal Services, Post Office & Civil Service (renamed "Post Office & Civil Service")

To: Office of Personnel Management
Retirement & Insurance Group

Federal Employees Health Benefits $11,700[61]

House Armed Services Committee (renamed "National Security")
Subcommittee on Military Forces & Personnel (renamed "Military Personnel")
Senate Armed Services Committee
Subcommittee on Force Requirements & Personnel (renamed "Personnel")

To: Department of Defense
Office of Health Affairs

Military Health Care Services $15,300[62]

Subtotal for Health Programs = $45,603 million

FY 1993 Funding in Millions

HOUSING PROGRAMS

House Committee on Energy & Commerce (renamed "Commerce")
Subcommittee on Energy & Power
Senate Committee on Labor & Human Resources
Subcommittee on Children, Family, Drugs & Alcoholism (renamed "Children & Families")

To: Department of Health & Human Services
Administration for Children & Families

Low-Income Home Energy Assistance Program (LIHEAP)	$1,346[63]	

House Committee on Banking, Finance & Urban Affairs (renamed "Banking & Financial Services")
Subcommittee on Housing & Community Development (renamed "Housing & Community Opportunity")
Senate Committee on Banking, Housing & Urban Affairs
Subcommittee on Housing & Urban Affairs (renamed "Housing Opportunity & Community Development")

To: Department of Housing & Urban Development
Office of Public & Indian Housing

Low-Income Public Housing	$3,358[64]	
Leased Housing Assistance—Section 8 (some programs)	13,114[65]	
Rental Housing Assistance—Section 236	655[66]	
		$17,127

To: Department of Housing & Urban Development
Office of Community Planning & Development

HOPE—Home Ownership & Opportunity for People Everywhere Program	$351[67]	
HOME—Home Investment for Affordable Housing Block Grants	1,000[68]	
Leased Housing Assistance—Section 8 (some programs)	*[69]	
Supportive Housing for the Homeless	212[70]	
		$1,563

To: Department of Housing & Urban Development
Office of Housing—Federal Housing Administration

Leased Housing Assistance—Section 8 (some programs)	*[71]

To: Department of Agriculture
Office of Small Community & Rural Development

Rural Housing Loans—Section 502	$1,676[72]	
Rural Rental Housing Loans—Section 515	739[73]	
Rural Rental Assistance Payments—Section 521	414[74]	
		$2,829

Subtotal for Housing Programs = $22,865 million

FY 1993 Funding in Millions

NUTRITION PROGRAMS

House Committee on Agriculture
Subcommittee on Department Operations & Nutrition (renamed "Department Operations, Nutrition & Foreign Agriculture")
Senate Committee on Agriculture, Nutrition & Forestry
Subcommittee on Nutrition & Investigations (renamed "Research, Nutrition & General Legislation")

To: Department of Agriculture
Food & Consumer Services

Food Stamps	$19,520[75]

House Committee on Education & Labor (renamed "Economic & Educational Opportunities")
Subcommittee on Elementary, Secondary & Vocational Education (renamed "Early Childhood, Youth & Families")
Senate Committee on Agriculture, Nutrition & Forestry
Subcommittee on Nutrition & Investigations (renamed "Research, Nutrition & General Legislation")

To: Department of Agriculture
Food & Consumer Services

National School Lunch Program	$4,055[76]	
School Breakfast Program	844[77]	
Child & Adult Care Food Program	1,331[78]	
Summer Food Service Program	216[79]	
Commodity Assistance for Child Nutrition Programs	697[80]	
WIC—Special Supplemental Food Program for Women, Infants & Children	2,860[81]	
		$10,003

Subtotal for Nutrition Programs = $29,523 million

Total

Including *Dependent Tax Exemption* = *$342,772 million*
Excluding *Dependent Tax Exemption* = *$227,772 million*

Endnotes to Appendix E

[1]For purposes of this analysis, "major federal programs for children and families" are defined to include all programs with FY 1993 funding levels of $100 million or more that are listed in the December 15, 1992 Congressional Research Service Report for Congress, *Federal Programs for Children and Their Families*.

[2]As the first page of this report explains, these numbers have changed somewhat since 1993, and they will continue to change as the Congress and Executive Branch continue to organize and re-organize. However, these changes only serve to emphasize that there are many critical players in the Congress and the Executive Branch—and that these players only rarely coordinate their efforts across Congressional committees and Executive Branch departments and agencies.

[3]The program-by-program figures are (unless otherwise indicated) from Table 3 (as updated on March 2, 1993 and published separately) of the Congressional Research Service Report for Congress entitled *Federal Programs for Children and Their Families*, December 15, 1992. Depending on the program, the funding figure given represents an appropriation, an obligation, outlays/expenditures, a tax expenditure or program level expenditure. Caution should be used in comparing funding levels among programs as CRS methodology: sometimes included and sometimes excluded administrative costs, sometimes included only spending for children (while in other instances including a wider array of recipients), and rounded amounts over $1 billion to the nearest $100 million while rounding other programs to the nearest $1 million. Also, FY 1993 outlay figures are estimates.

[4]Outlays and tax expenditures. Families with children.

[5]Outlays. Families with children.

[6]Outlays. Children and adults. Funding amounts represent benefit or service payments, and exclude administrative expenses.

[7]Outlays. Children and adults. Funding amounts represent benefit or service payments, and exclude administrative expenses.

[8]Outlays. Families with children.

[9]Outlays. Program administration only.

[10]Tax exemption. Families with children. Estimate is based on information from the Joint Committee on Taxation, June 1993.

[11]Outlays. Children. Funding amounts represent benefit or service payments, and exclude administrative expenses. Estimate is from the Office of the Actuary, Social Security Administration, U. S. Department of Health and Human Services, June 1993.

[12]Outlays. Children. Figure is for 1992: 1993 figure is not available.

[13]Obligations. Children and adults.

[14]Outlays. Children and adults. Estimate is from Veterans Benefits Administration of the Department of Veterans Affairs, June 1993.

[15]Outlays. Children and adults. Funding amounts represent benefit or service payments, and exclude administrative expenses.

[16]Outlays. Children and adults. Funding amounts represent benefit or service payments, and exclude administrative expenses.

[17]Appropriations. Children and adults.

[18]Appropriations. Families with children.

[19]Appropriations. Families with children.

[20]Appropriations. Families with children.

[21]Tax expenditures. Families with children.

[22]Tax expenditures. Families with children.
[23]Expenditures. Children.
[24]Expenditures. Children.
[25]Appropriations. Children and adults.
[26]Appropriations. Families with children.
[27]Appropriations. Families with children.
[28]Appropriations. Children and adults.
[29]Outlays. Families with children.
[30]Deposits to Crime Victims Fund. Children and adults. Figure is for 1992.
[31]Appropriations. Children and adults.
[32]Appropriations. Children.
[33]Appropriations. Children.
[34]Appropriations. Children.
[35]Appropriations. Children.
[36]Appropriations. Children and adults.
[37]Appropriations. Children.
[38]Appropriations. Children.
[39]Appropriations. Children.
[40]Appropriations. Children and adults.
[41]Appropriations. Children and adults.
[42]Appropriations. Includes talent search (children and adults) and upward bound (children).
[43]Appropriations. Includes state grants (children), preschool (children) infants (families with children), demonstrations (children and adults).
[44]Appropriations. Adolescents.
[45]Appropriations. Adolescents.
[46]Appropriations. Adolescents.
[47]Appropriations. Includes Subpart 1 of the Indian Education Act, Johnson O'Malley, and Bureau of Indian Affairs school operations. Children.
[48]Appropriations. Children. Since the Policy Exchange conducted this research, the Department of Defense has been reorganized so that the Assistant Secretary for Health Affairs and the Assistant Secretary for Force Management and Personnel report to a new Under Secretary of Personnel and Readiness.
[49]Appropriations. Adults and child-parents.
[50]Federal and state outlays. Children under age 6. Estimate from the Office of the Actuary, U. S. Department of Health and Human Services, June 1993.
[51]Appropriations. Children and adults.
[52]Appropriations. Children and adults.
[53]Appropriations. Children and adults.
[54]Appropriations. Adolescents and adults.
[55]Appropriations. Adolescents and adults.
[56]Appropriations. Adolescents and adults.
[57]Appropriations. Adolescents and adults.

[58]Appropriations. Children and adults.

[59]Appropriations. Children and adults.

[60]Appropriations. Children and adults.

[61]Outlays. Children and adults.

[62]Obligations. Children and adults. Since the Policy Exchange conducted this research, the Department of Defense has been reorganized so that the Assistant Secretary for Health Affairs and the Assistant Secretary for Force Management and Personnel report to a new Under Secretary of Personnel and Readiness.

[63]Appropriations. Children and adults.

[64]Outlays. Children and adults. Estimate does not include operating subsidies and is from Congressional Research Service, June 1993.

[65]Outlays. Children and adults. Estimate is from Congressional Research Service, June 1993. This figure also includes programs administered by the Department of Housing and Urban Development's Office of Housing/Federal Housing Commissioner and the HUD Office of Community Planning and Development.

[66]Outlays. Children and adults. Estimate is from Congressional Research Service, June 1993.

[67]Appropriations. Children and adults.

[68]Appropriations. Children and adults.

[69]See footnote #64, above.

[70]Outlays. Children and adults. Estimate is from the Congressional Research Service, June 1993.

[71]See footnote #64, above.

[72]Obligations. Children and adults.

[73]Obligations. Children and adults.

[74]Obligations. Children and adults.

[75]Obligations. Households with children. Funding amounts represent benefit or service payments, and exclude administrative expenses.

[76]Program level funding. Children.

[77]Program level funding. Children.

[78]Program level funding. Children

[79]Program level funding. Children.

[80]Program level funding. Children.

[81]Program level funding. Women, infants and children.

APPENDIX F
PRESIDENTIAL APPOINTEES RESPONSIBLE FOR MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES

Major federal programs for children and families are administered by Assistant Secretaries (or Under Secretaries) in ten departments plus the Office of Personnel Management. Following is a department-by-department summary of presidential appointees who administer specific programs. The funding figures ($$ billions) refer to 1993 funding for the 76 programs that the Policy Exchange studied.

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The **Department of Health and Human Services** ($80 billion), by far the largest player (if the Dependent Tax Exemption is excluded), includes programs administered by four presidential appointees:

The Commissioner of Social Security ($33 billion), who administers the supplemental security income program as well as social security for dependents,[1]

The Assistant Secretary for Children and Families ($28 billion), who controls AFDC, several large state block grant programs and Head Start, as well as foster care and adoption assistance,

The Administrator of the Health Care Financing Administration (HCFA) ($13 billion), who oversees Medicaid, and

The Assistant Secretary for Health ($5 billion), who heads the Public Health Service and administers maternal and child health services block grants, childhood immunization programs, substance abuse and prevention programs and community mental health services.[2]

Within the **Department of Labor** ($39 billion), programs administered by two presidential appointees are especially relevant to children and families:

The Assistant Secretary for Employment and Training ($36 billion) administers programs ranging from unemployment insurance to the job training partnership act, and

The Assistant Secretary for Employment Standards ($3 billion) handles such programs as workers compensation for federal employees.

In the **Agriculture Department** ($32 billion):

The Assistant Secretary for Food and Consumer Services ($30 billion) administers the food stamp program, the school lunch program, and WIC—the supplemental food program for women, infants and children, and

The Assistant Secretary for Small Community and Rural Development ($3 billion), who administers various rural housing assistance programs.

In the **Department of Housing and Urban Development** ($19 billion), three Assistant Secretaries are especially important for programs affecting children and families:

The Assistant Secretary for Public and Indian Housing ($17 billion) administers public housing as well as "Section 8" (leased housing assistance) programs,

The Assistant Secretary for Community Planning and Development ($2 billion) is in charge of programs such as HOME and HOPE, which promote home ownership and affordable housing, and

The Assistant Secretary for Housing—Federal Housing Commissioner (less than $1 billion) also administers some "Section 8" programs.

In the **Defense Department** ($18 billion), four major offices are especially important to children and families:

The Assistant Secretary for Health Affairs ($15 billion), who administers military health care services and oversees the DOD dependent schools,[3]

The Secretary of the Army ($1 billion) who coordinates the military survivor benefit plan,

The Assistant Secretary for Force Management and Personnel (less than $1 billion) and

The Office of the Secretary (less than $1 billion), which administers the military child care program.

In the **Treasury Department** ($130 billion, or $15 billion if the dependent tax exemption is excluded), the Commissioner of Internal Revenue administers such important programs as the dependent tax exemption, the earned income tax credit, the child and dependent care tax credit, and the dependent care assistance program.

The **Department of Education** ($13 billion) includes programs administered by five Assistant Secretaries.[4]

The Assistant Secretary for Elementary and Secondary Education ($9 billion), who manages the chapter 1 program for disadvantaged children, migrant education, and drug-free schools and communities,

The Assistant Secretary for Special Education and Rehabilitative Services ($3 billion), who oversees the individuals with disabilities education act (IDEA),

The Assistant Secretary for Adult and Vocational Education ($1 billion),

The Assistant Secretary for Bilingual Education and Minority Languages Affairs (less than $1 billion), and

The Assistant Secretary for Postsecondary Education (less than $1 billion[5]), who manages the major federal student loan and grant programs.

The **Office of Personnel Management** ($12 billion), through the Associate Director of the Retirement and Insurance Group, administers federal employees health benefits and civil service child survivor benefits.

The **Interior Department** (less than $1 billion), which administers Indian education programs though the Assistant Secretary for Indian Affairs.

In the **Veterans Affairs Department** (less than $1 billion), the Under Secretary for Benefits administers the veterans dependency and indemnity compensation programs.

And, finally, in the **Justice Department** (less than $1 billion), the Assistant Attorney General for Justice Programs administers the victims of crime act.

Endnotes to Appendix F

[1]On March 31, 1995, the Social Security Administration will become an independent agency within the Executive Department.

[2]Because health is so important, several top officials who report to the Assistant Secretary for Health would also be appropriate staff of the Family Council: the Surgeon General, the Administrator of the Substance Abuse and Mental Health Services Administration and the Director of the Centers for Disease Control and Prevention.

[3]Since the Policy Exchange conducted the research for this study, the Department of Defense has been reorganized so that the Assistant Secretary for Health Affairs and the Assistant Secretary for Force Management and Personnel report to a new Under Secretary of Personnel and Readiness.

[4]Because of the importance of equal educational opportunities for children and families, the Assistant Secretary for Civil Rights in the Department of Education would also be appropriate staff to the Family Council.

[5]*Federal Programs for Children and Their Families*, the source document for this analysis, did not include student financial aid programs. If it had, this figure would be much larger.

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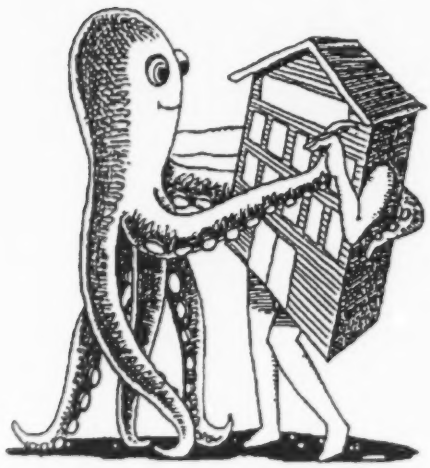

**Collaboration is like dancing with an octopus,
with each agency or organization a "tentacle."**

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